DOCUMENT RESUME

ED 260 133 UD 023 728

TITLE Immigrants and the Education System. An Action Programme for the Work of the National Board of Education in Connection with Immigrant Affairs.
INSTITUTION National Swedish Board of Education, Stockholm.
PUB DATE 6 Sep 79
NOTE 120p.; For related documents see UD 023 727.
PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC05 Plus Postage.
DESCRIPTORS Adult Education; Bilingual Education; *Educational Objectives; *Educational Policy; Educational Resources; Elementary Secondary Education; Foreign Countries; Government Role; *Immigrants; Native Language Instruction; Preschool Education; *Program Development; Second Language Instruction; Teacher Education
IDENTIFIERS *Sweden

ABSTRACT

The Swedish National Board of Education's action program for long-term planning of work relating to the teaching of immigrants and minorities is outlined in this report. First, material is presented which describes the background and focus of the program, the immigrant population to be served, and Sweden's general immigration policy as it applies to education. The program's basic premises are described, focusing specifically on the education of youth in compulsory schools and upper secondary schools. Then, educational provisions, laws, and proposals affecting students at the following educational levels are detailed: preschool, compulsory, upper secondary, and adult. Teacher and staff training, inservice training, and research and development are discussed next, and three final sections deal with teaching materials, books and other sources of information, research needs, and the need for cooperation among education and immigration-related authorities and organizations. (KH)

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IMMIGRANTS AND THE EDUCATION SYSTEM -
an action programme for the work of the National Board of Education in connection with immigrant affairs

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CONTENTS


| | | Page |
|---|---|---|
| 1 | INTRODUCTION | 5 |
| 1.1 | Background and purpose | 5 |
| 1.2 | Focus of the action programme | 6 |
| 1.3 | The HINVA group. composition, working methods, timetable | 7 |
| 2 | SOME BACKGROUND DESCRIPTIONS | 8 |
| 2.1 | The scale and composition of immigration | 8 |
| 2.2 | The evolution of immigrant policy | 9 |
| 2.3 | Aims | 11 |
| 2.4 | "Immigrants" defined | 12 |
| 2.5 | The social situation of immigrants | 13 |
| 2.6 | Partnership or conflict between immigrants and Swedes | 14 |
| 3 | IMMIGRANTS, EDUCATION AND SOCIETY | 14 |
| 3.1 | Immigrant policy and schools | 15 |
| 3.2 | Immigrant policy and adult education | 16 |
| 3.3 | Socialization and identity | 17 |
| 3.4 | Bilingualism | 18 |
| 3.5 | Attitudes and values | 20 |
| 4 | SOME PREMISES OF WORK IN YOUTH EDUCATION (COMPULSORY SCHOOL AND UPPER SECONDARY SCHOOL) | 24 |
| 4.1 | General | 24 |
| 4.2 | Teaching language | 26 |
| 4.3 | Home languages | 27 |
| 4.4 | Swedish as a foreign language | 33 |
| 4.5 | The teaching of English | 35 |
| 4.6 | Pupil welfare | 38 |
| 4.7 | Handicapped immigrant pupils | 39 |
| 4.8 | Educational and vocational orientation | 40 |
| 5 | PRE-SCHOOL EDUCATION | 42 |
| 6 | COMPULSORY SCHOOL | 43 |
| 6.1 | Basic principles | 43 |
| 6.2 | Resources and planning | 44 |
| 6.3 | Organization | 45 |
| 6.4 | Curricular questions | 46 |
| 6.5 | Summary of proposals | 47 |

Contents


| | | Page |
|---|---|---|
| 7 | UPPER SECONDARY SCHOOL | 48 |
| 7.1 | General | 48 |
| 7.2 | Resources | 48 |
| 7.3 | Service material, syllabi etc. | 49 |
| 7.4 | Partnership and contacts | 49 |
| 7.5 | Organization | 50 |
| 7.6 | Bilingualism in education | 51 |
| 7.7 | Summary of proposals | 52 |
| 8 | ADULT EDUCATION | 54 |
| 8.1 | Adult education associations | 54 |
| 8.1.1 | Swedish language teaching | 54 |
| 8.1.2 | General study circles | 56 |
| 8.1.3 | Home language study circles | 57 |
| 8.1.4 | Escort interpreter training | 58 |
| 8.1.5 | Summary of proposals | 59 |
| 8.2 | Folk high school | 60 |
| 8.2.1 | Courses of Swedish and social studies | 61 |
| 8.2.2 | Instruction in home languages | 62 |
| 8.2.3 | Development work | 63 |
| 8.3 | Basic education for adults (GRUNDVUX) | 64 |
| 8.3.1 | Staff | 65 |
| 8.3.2 | Facilities | 66 |
| 8.3.3 | Child supervision | 67 |
| 8.3.4 | Hourly compensation | 67 |
| 8.3.5 | Further education opportunities for participants | 68 |
| 8.3.6 | Access regulations | 68 |
| 8.3.7 | Summary of proposals | 69 |
| 8.4 | Municipal adult education (KOMVUX) | 69 |
| 8.4.1 | "The gap" | 70 |
| 8.4.2 | Instruction in home languages | 71 |
| 8.4.3 | Home language lessons | 72 |
| 8.4.4 | Other auxiliary measures within KOMVUX | 72 |
| 8.4.5 | Research and development | 72 |
| 8.4.6 | Summary of proposals | 73 |
| 8.5 | Labour market training (AMU) | 73 |
| 8.5.1 | Basic education for adult gypsies | 74 |
| 8.5.2 | Preparatory course at a lower level than today | 74 |
| 8.5.3 | Swedish as a foreign language, with social studies | 75 |
| 8.5.4 | Introductory and investigatory courses | 75 |
| 8.5.5 | General subjects for immigrants | 75 |
| 8.5.6 | Basic preparatory course for immigrants | 76 |
| 8.5.7 | Vocational education | 76 |
| 8.5.8 | Summary of proposals | 77 |

Contents


| | | Page |
|---|---|---|
| 9 | TRAINING OF TEACHERS AND OTHER CATEGORIES | 78 |
| 9.1 | Home language teachers | 78 |
| 9.2 | Bilingual teachers | 79 |
| 9.3 | Teachers of Swedish as a foreign language | 80 |
| 9.4 | GRUNDVUX teachers | 80 |
| 9.5 | Other teachers/staff | 80 |
| 9.6 | Summary of proposals | 81 |
| 10 | IN-SERVICE TRAINING AND RESEARCH AND DEVELOPMENT (R&D) | 82 |
| 10.1 | Discussion of the focus of in-service training and research and development in the immigrant and minority sector | 82 |
| 10.2 | Measures proposed against the background of current activities | 85 |
| 10.2.1 | The social and cultural situation of immigrants and linguistic minorities: the link between education and society | 85 |
| 10.2.2 | Identity development, pupil welfare | 87 |
| 10.2.3 | Language, linguistic development, cognitive development and the acquisition of knowledge | 88 |
| 10.2.4 | The teaching process, teaching organization, work procedures and problems of method | 89 |
| 10.2.5 | Evaluation of immigrant instruction in youth education and adult education, evaluation of educational reforms for immigrants | 90 |
| 10.2.6 | Teaching material development | 92 |
| 10.2.7 | Instruments for resource allocation and the diagnosis of language proficiency etc, tests for the assessment of linguistic and cognitive factors | 93 |
| 10.2.8 | Documentation and statistics | 94 |
| 10.2.9 | In-service training (INSET) | 96 |
| 11 | TEACHING MATERIALS, BOOKS AND OTHER SOURCES OF INFORMATION | 98 |
| 11.1 | The need for teaching materials | 98 |
| 11.1.1 | Teaching materials for home language instruction | 99 |
| 11.1.2 | Teaching materials for Swedish as a foreign language | 103 |
| 11.1.3 | Other teaching materials | 103 |
| 11.1.4 | The need for production support | 103 |
| 11.1.5 | Measures proposed | 104 |
| 11.2 | Information concerning the selection and purchasing of teaching materials | 104 |
| 11.2.1 | Information concerning teaching materials | 104 |
| 11.2.2 | Teaching material procurement | 105 |
| 11.2.3 | Measures proposed | 106 |
| 11.3 | Information concerning immigrants and minorities in school teaching materials | 106 |

Contents


| | | Page |
|---|---|---|
| 12 | INFORMATION QUESTIONS | 108 |
| 12.1 | Evaluation of measures hitherto, the need for joint planning of further measures | 108 |
| 12.2 | Educational information to immigrants | 109 |
| 12.3 | Information concerning immigration, immigrants and their countries of origin | 110 |
| 12.4 | Means and methods of information | 112 |
| 12.5 | Information activities at various levels | 112 |
| 12.6 | Co-operation with other authorities | 113 |
| 12.7 | Finance | 113 |
| 12.8 | Summary of proposals | 114 |
| 13 | CO-OPERATION WITH AUTHORITIES AND ORGANIZATIONS | 114 |
| 13.1 | Authorities | 115 |
| 13.2 | Emmigration countries | 115 |
| 13.3 | Immigrant organizations | 115 |
| 13.4 | Other organizations | 116 |

# 1 INTRODUCTION

## 1.1 Background and purpose

The heavy immigration of labour from inside and outside the Nordic area during the past few decades has been a major factor in the rapid development of the Swedish economy during the post-war era.

Immigration has also had a decisive effect on demographic developments in Sweden. Linguistically, ethnically and religiously speaking, the country has long had a very homogeneous population. Until the middle of the present century the principal minorities were the Lapps, Jews, Gypsies and the Finnish-speaking population of northern Sweden and the Finnmark areas. Post-war immigration has greatly transformed the structure of Sweden's population. Apart from the native minorities, there are now roughly one million persons who have come to Sweden as immigrants or who are the children or grandchildren of immigrants. More than half these people are Swedish citizens. There are more than thirty ethnic minorities in Sweden today, and altogether about 130 nationalities are represented here. Sweden has become a polylingual society.

In various ways, the heavy immigration has left its mark on social developments in Sweden - in industry, medicine, cultural affairs and education, for example. The social scene in Sweden today is diversified by the presence of elements from other cultural areas. These elements have been accorded far too little scope in mass media, cultural affairs and education, for example. Progress towards a multi-cultural society is slow and is not without its attendant problems. The encounter between immigrants and Swedes can produce cultural and linguistic antitheses, and tendencies of this kind have been particularly apparent during the seventies. In recent years, therefore, several measures have been taken to improve the situation of immigrants and to pave the way towards greater equality, understanding, respect and partnership between immigrants, minorities and the rest of the population.

There is no hard and fast boundary between immigrants and the rest of the pupulation, and immigrant policy therefore has to include measures on behalf of both immigrants and the native pupulation. The measures taken within each sector of society must be framed with the fact in mind that Sweden is a polylingual and multi-cultural society.

It is clear that today's omissions will have repercussions in future, both economically and in human terms. Immigration sets up heavy demands for measures in all sectors of society. The education system occupies a key position in social development. Attitudes and values in society can be reinforced, moderated and conditioned by education, among other means. Education can

supply knowledge and other means whereby people can help to shape their own destinies and those of the community.

Educational sponsors of various kinds have a major part to play in improving relations between Swedes and immigrants, improving the situation of immigrants, responding to the demands posed by the multi-cultural society and helping to implement resolutions concerning immigrant policy. It is with this responsibility in mind that the National board of Education (NBE) now presents a short-term and long-term action programme for work in connection with immigrant affairs within the education sector.

The purpose of this action programme is as follows.

- To summarize the views of the NBE concerning immigrant affairs.

- To establish a foundation for short-term and long-term planning by the NBE.

- To define the aims of the work of the NBE in connection with immigrant affairs in various sectors.

- To present the NBE´s standpoints on various issues.

- To present the short-term and long-term measures proposed by the NBE.

1.2 Focus of the action programme

The action programme is to provide the foundation for the NBE´s more long-term planning of work relating to the teaching of immigrants and minorities. Its purpose is to supply points of departure and proposals regarding work in these connections in schools and in adult education. Since the questions themselves are constantly influenced by the general pattern of social development, the action programme will have to be continuously reviewed and new aspects included in it.

The action programme contains analyses, together with arguments and motives for both short-term and more long-term porposals. The established aims of immigrant policy and their implications for the education sector constitute important points of departure for these deliberations, and so do the educational demands involved by a multi-cultural society.

Subsequent work by the NBE will be aimed at developing the ideas put forward in this programme and at translating its proposals into practice. This can be accomplished rapidly in some respects, but not in others where, for example, rules will have to be altered, discussions will have to be held with the parties involved, extensive calculations will have to be made of the resources needed or other time-consuming investigations will be called for. Needless to say, the feasibility of the programme will hinge on the amount of personnel which the NBE is able to detail for the purpose.

## 1.3 The HINVA group: composition, working methods, timetable

In a resolution adopted by the NBE Secretariat on 26th June 1978, the NBE departments were instructed to appoint representatives to draft a long-term action programme for the work of the NBE in connection with immigrant affairs. The work of this drafting group was to be based on the memorandum entitled "The impact of immigration on the education system" (1978-05-17), which had been compiled in May 1978 at the instance of the Directorate and had been discussed by the Secretariat on 26th June 1978.

The drafting group styled itself HINVA (derived from the Swedish for "action programme for immigrant affairs"), and its members have included representatives of all the various departments of the NBE together with the Information Section. The following persons have served in the group. Folke Albinson, Head of Division V 3, Chairman, Monica Boye-Møller, expert, V 1, Secretary. Hardy Hedman, Educational Adviser, L 3:2. Bertil Jakobsson, expert, S 1-2. Thorbjörn Levin, Assistant Head of Division, V 3. Irma Persson, Assistant Head of Division, S 1. Carl-Axel Sparrman, Chief Information Officer L 2. Evert Sverkman, expert, Thomas Landherr, Assistant Head of Division, P 3, and Jan Sandgren, Head of Section, A 1, have been permanently seconded to the group, and the Secretary was attached to the group on a full-time basis as from 1st September 1978.

Since the HINVA group has had the status of a drafting group attached to the Secretariat, questions discussed within the group have subsequently been discussed by the relevant departments and units, so that the proposals put forward in this programme are rooted accordingly.

Monies have been placed at the group's disposal corresponding to the Secretary's salary, travel expenses and certain administrative items, making Skr 139 500 in all.

Work during the autumn of 1978 was mainly concerned with the collection of viewpoints by means of personal contacts and correspondence with authorities and organizations, and it also included a riview and analysis of various problem fields.

Upwards of one hundred organizations and authorities have been invited to present viewpoints relating to the work on the action programme. A list of these bodies is appended, together with a summary of the fifty or so statements received.

Discussions have also been held with such authorities as the National Labour Market Board (AMS), the National Immigration and Naturalization Board (SIV), the National Board of Health and Welfare (SOS), the National Board of Universities and Colleges (UHÄ) and the National Council for Cultural Affairs (KUR).

The national immigrant organizations have presented viewpoints concerning the action programme, both in writing and in the course of discussions at the NBE on 15th December 1978.

Internal discussions with reference to the action programme took place at a meeting of handling officers called by HINVA on 3rd October 1978 and also at several regular divisional meetings.

A draft version of the action programme was distributed for comment to all departments and divisions of the NBE in early March. This draft was also studied and revised in connection with two Secretariat meetings, namely on 9th April and 21st May 1979.

The HINVA group held twelve meetings between 1st September 1978 and 31st May 1979.

A research and development project entitled "Schools, immigrants and society in a long-term perspective" is being undertaken during the fiscal year 1978/79 under the leadership of Ass. Prof. Rita Liljeström. The purpose of this project is to supply analyses and background descriptions of social development which can form a basis for patterns of action. The HINVA group has held discussions with Rita Liljeström. Since her project post-dates the work done in connection with the action programme, the documentation for standpoints and proposals presented in this programme has not included the descriptions and analyses which she and her associates will be undertaking.

## 2 SOME BACKGROUND DESCRIPTIONS

### 2.1 The scale and composition of immigration

The early years of the 1930s were the first occasion when immigration outweighed emigration in Sweden. Emigration had at times assumed considerable proportions. Between 1840 and 1930, sixty-five million people, including 1.2 million Swedes, felt obliged, partly for economic reasons, to migrate to other countries and continents. Since the 1940s, the proportion of immigrants in Sweden has gradually risen from 0.5 per cent of the total population in the mid-forties to the present level of about 10 per cent.

Immigration figures fluctuate from year to year. This was particularly the case in the second half of the 1960s, owing to cyclic fluctuations. In 1969 and 1970, immigration reached the highest level on record so far. This was followed by a steep decline in 1971. Immigration has remained fairly steady since then, hovering in the region of 30 000 new immigrants per annum. There has also been a great deal of emigration at times during the 1970s. Immigration is influenced by the trade cycle and by policy dicesions in Sweden and other countries. As a result of the free Nordic labour market, Sweden's accession to the 1951 Refugee Convention and the relatively liberal

regulations governing immigration by next of kin and visiting students, future immigration is likely to remain at roughly the same level as today. The Central Bureau of Statistics (SCB), in its latest population forecast, estimates net immigration at about 10 000 per annum.

The structure of immigration has changed since the 1950s and 1960s. Labour immigration predominated during the 1960s, but immigration policy has now made immigration in Sweden far more differentiated than was the case about ten years ago. Refugees and next of kin predominate, and at least 55 000 refugees have been received by Sweden since the beginning of the 1950s.

Today there are about 425 000 foreign nationals living in Sweden. The largest groups come from Finland (189 000), Yugoslavia (41 000), Denmark (34 000), Norway (27 000), Greece (18 000), West Germany (16 000), Turkey (14 000), and Poland (9 000). Latin Americans constitute another large group, estimated at 10 000. There are about 8 000 immigrants of Assyrian origin, many of them Turkish citizens. The ten largest immigrant groups comprise roughly 85 per cent of all foreign nationals in Sweden.

About 300 000 immigrants have become naturalized since the mid-1940s. To this figure must be added 300 000 or so children one parent of whom is immigrant, or who were born after their parents became naturalized. Thus there are roughly one million people living in Sweden who are classifiable as immigrants.

Foreign nationals in Sweden are on average younger than the Swedes themselves. Most of them are of child-bearing age or younger. Many national groups have higher birth rates than the Swedes, so that the percentage of immigrants in Sweden is rising independently of immigration.

## 2.2 The evolution of immigrant policy

Until the mid-sixties, immigration in Sweden proceeded without any close analysis of its impact on social development or of the situation of the new citizens. Immigration tended on the whole to be regarded as a passing phase. The heavy immigration which occurred during the mid- and late sixties both from the Mediterranean countries and from Finland, however, prompted a debate concerning the position of immigrants, especially as regards their social conditions, and extensive measures were taken to facilitate the immediate adjustment of immigrants to life in Sweden.

Mention can be made of the following reforms in the education sector. In 1965 all immigrants became entitled to free Swedish lessons under the aegis of the adult education associations. In 1967 the Finnish-Swedish Education Committee was set up with the aim of improving the educational situation for Finnish immigrants. In 1968 Government and Riksdag laid down guidelines for the teaching of immigrant children in compulsory

school. Auxiliary Swedish language instruction was improved, and municipal authorities were awarded State grants so that immigrant pupils could be given two hours' home language instruction per week. The municipalities also received State grants towards instruction for adults who were entirely or partially illiterate. Also in 1968, the Immigration Commission was set up to investigate the social and cultural situation of immigrants. These investigations resulted in three reports, dealing respectively with Swedish language teaching (SOU 1971:51), interpreter services (SOU 1972:83) and other matters (the main report, SOU 1974:69 and 70). In 1969 the teaching of immigrant children was included in the Compulsory School Curriculum, partly in the form of a supplement which was revised in 1973. Basic immigrant vocational courses at upper secondary school level were introduced on an experimental basis in Stockholm in 1970, and similar courses were established a little later in Malmö, Gothenburg and Uppsala. Also in 1970, the Finnish-Norwegian-Swedish labour market training centre was set up at Övertorneå. In 1971 all immigrants became entitled, according to their individaul needs, to nine weeks' Swedish lessons in connection with labour market training (AMU). In 1972 State grants were introduced for activation measures among immigrant home-makers, and in 1973 foreign workers became entitled by law (SFS 1972:650) to paid leave of absence in order to attend Swedish lessons. The Finnish folk high school in Haparanda was founded the same year. In 1974 a resolution of principle was adopted concerning the introduction of advanced university training courses for interpreters and also concerning the introduction of escort interpreter training courses under the aegis of adult education associations and folk high schools.

The presentation of the main report of the Immigration Commission in 1974 marked a turning point in Swedish immigrant policy. The new phase which now ensued was characterized by efforts to broaden opportunities for immigrants in a number of sectors and also by the realization that immigration, instead of being merely a passing phase, was a phenomenon profoundly influencing the whole fabric of social development. This new phase of immigrant policy can be summarized in the three principles underlying present-day immigrant policy, namely equality, freedom of choice and partnership.

In 1975 the Riksdag adopted goals of Swedish immigrant and minority policy on the bases of these three principles. Several policy reslutions with an important bearing on the possibility of immigrants to develop their languages and culture were passed the same year. Thus the adult education associations were awarded supplementary grants towards home language study circles for immigrants and other minorities. In 1976 Sweden became the first country in the world to award immigrants voting rights and eligibility in local elections. Also in 1976, legislation was passed concerning pre-school home language training, and opportunities of home language instruction

in upper secondary school were broadened. At the same time, amendments were made to the regulations governing State grants for home language instruction in compulsory schools and upper secondary schools. As from 1st July 1977 it became the duty of municipal authorities to arrange instruction of this kind for children and young persons desiring it. Legislation was also passed in 1977 concerning State grants for pre-school home language training. Basic home language teacher training was introduced in the same year, and an experimental scheme of introductory courses and supplementary summer courses was launched with the aim of broadening upper secondary school recruitment. This year also saw the introduction of basic education for adults (GRUNDVUX). Up to now, mainly immigrants have been concerned by this education. In the spring of 1979 a parliamentary committee was appointed to review existing arrangements for the teaching of Swedish to adult immigrants and to put forward proposals on the subject.

## 2.3 Aims

The aims of immigrant policy are stated in terms of equality, freedom of choice and partnership.

The aim of equality implies that immigrant and minority groups must have the same opportunities, rights and obligations as the rest of the population. All groups in society must enjoy equivalent opportunities of preserving and developing their native languages and of engaging in cultural activities. Linguistic minorities must therefore have an opportunity, within the framework of Swedish society, of expressing their own linguistic and cultural identity.

The aim of freedom of choice implies that members of linguistic minorities must be able to decide the extent to which they are to retain and develop their original cultural and linguistic identity. They must also be free to decide for themeselves whether they wish to remain in Sweden or return to their native countries. This presupposes support for minority languages and for immigrant and minority groups, so as to enable them to develop cultural activities of their own, and it also presupposes the inclusion in general cultural amenities of measures to cater for the needs generated by immigration.

One important general question concerning the educational community is whether the knowledge and skills acquired by immigrants in various types of education are sufficient for the attainment of social equality with undiminished cultural freedom of choice.

The aim of partnership implies that mutual and comprehensive partnership should be established between immigrant and minority groups and the rest of the population and between immigrant and minority groups themselves. This aim incorporates tolerance and solidarity. It presupposes parity between the various minority groups and the rest of the population. It also means

that immigrants and linguistic minorities must have a hand in shaping decisions which affect their situation, including their educational situation.

These three aims are not exactly defined, and there are tensions between them, but they nonetheless furnish guidance for the consideration of various questions relating to social development.

## 2.4 "Immigrants" defined

In common parlance, the term "immigrant" denotes a person of foreign extraction. Used thus, it generally also includes foreign nationals born in Sweden, and often too it includes naturalized persons and their children. This term "immigrant" was used in this way, for example, in the reports of the Immigration Commission. In most cases the categories of people referred to are made clear by the context, but terminological vagueness of this kind can sometimes cause difficulty. In most of the interview studies made concerning immigrants, the group has been defined as foreign nationals who are registered residents in Sweden, while the dindings thus obtained have often been referred to in public debate as if they included all immigrants, i.e. naturalized Swedes as well as foreign nationals. The use commonly made of the term "immigrant" is also liable to convey a false image of homogeneity regarding what is in fact a congeries of groups with various backgrounds and needs. Some of the foreign children born in Sweden, for example, speak nothing but Swedish at home, and the linguistic and cultural differences between immigrant groups themselves are sometimes greater than those existing between certain immigrant groups and the Swedish population.

Similarly, the measures which immigration has prompted within the NBE sphere sometimes also concern people not customarily referred to as immigrants. Home language instruction is offered to all compulsory school and upper secondary school pupils speaking languages other than Swedish in their homes, including children belonging to native Swedish linguistic minorities. Auxiliary Swedish lessons can be given to all pupils whose knowledge of Swedish is inadequate because they speak another language at home or because they have previously attended school in other countries; this category can include Swedish children who have been domiciled abroad. In other cases the measures taken are addressed only to a particular immigrant category. Swedish lessons during paid working hours, for example, are only offered to foreign workers who cannot speak or understand Swedish, Danish or Norwegian and only for a certain period after they have acquired their first jobs in Sweden. Other types of Swedish language teaching are subject to different regulations, and so forth.

Thus it is not possible in this action programme - nor would it be particularly appropriate - to give a close definition of

the term "immigrant". Where necessary, it will be made clear in the various sections of the action programme exactly which category or categories reference is being made to. Otherwise the term will be used with the customary vagueness and may thus denote different categories in different contexts.

## 2.5 The social situation of immigrants

One of the axioms of Swedish immigration and immigrant policy is that immigrants must have the same social conditions as the rest of the population. The restrictions governing immigration and the extensive measures undertaken to improve the situation of immigrants have all been framed with this end in view.

Ever since the 1960s, great efforts have been made to inform immigrants about their rights and obligations and about the workings of Swedish society. Information in Swedish is generally a closed book to new immigrants, and many immigrants remain dependent on information in their own languages for a long time after their arrival in this country. Adequate information is an important step towards greater equality between immigrants and Swedes.

The living conditions of many immigrants are inferior to those of the majority population in a number of respects. This applies above all to new immigrant groups. Quite often they have poor working conditions, they live in less attractive housing areas and they have less opportunity than other people to avail themselves of recreational amenities. The deficiencies affecting immigrants are indicative of social problems demanding more general solutions. The housing situation and the employment situation have a vital bearing on the social life of immigrants. Immigrants tend to a great extent to live in growing conurbations, in places where social problems are of great magnitude and heavily concentrated. Overcrowding is also commoner among immigrants than among Swedes. At the same time as concentration within certain localities and areas can mean a form of security and a sense of community within the ethnic group, it can lead to isolation and increased segregation.

Increasingly fierce competition in the labour market means difficulties for the people with the shortest educationa and job experience behind them. Many immigrants belong to this category. Experience from the present-day labour market points to growing difficulties among young immigrants. They are often at a disadvantage compared to their Swedish contemporaries, and like their parents they are liable to be stuck with lower grade jobs. The education system has an important part to play in strengthening the position of young immigrants. Giving immigrant children a good education is one way of increasing equality and preventing ostracism. Society must take vigorous action to give immigrants educational and vocational opportunities equivalent to those of the majority population.

## 2.6 Partnership or conflict between immigrants and Swedes

In the course of a few decades, Sweden has developed into an immigration country. For a long time the Swedes have lived in relative isolation from alien cultures, so that they have had little previous experience of confrontation with very different customs and values. Sweden's evolution from a monolingual agrarian civilization to a polylingual industrial civilization has generated stresses and strains throughout society.

Immigration is always liable to entail prejudice and discrimination on ethnic or similar grounds. Antitheses of this kind have become increasingly apparent in Sweden during the 1970s. Apart from their visible manifestations, these antitheses are also present in the form of a silent, almost unconscious resistance which is reflected, for example, by the way in which policy decisions, agreements etc. are interpreted and implemented.

Efforts have been made to improve knowledge concerning immigrants and other countries, peoples and cultures in order to alleviate the tendency towards prejudice and enhance mutual understanding and solidarity between immigrants and Swedes and between different immigrant groups. Work of a more long-term nature is in progress in schools with the aim of improving understanding and knowledge in Sweden concerning other peoples and other cultures. So far, however, these measures have fallen short of actual needs.

The National Immigration and Naturalization Board (SIV) is testing various means of informing the Swedish population about immigrants and vice versa. Information and knowledge of this are both necessary and important and must be stepped up. But the breadth of the problem is such that educational and informative measures are not enough. Wider opportunities of co-operation, and joint work in schools, in associations and mass movements and within residential areas may also be a viable means of establishing greater mutual respect for the demands, values, backgrounds and differing circumstances of the various categories.

The realization of the aims of immigrant policy will hinge on the part played by immigrants themselves in the process of social development. Future efforts must be aimed at involving immigrants far more closely in political affairs, in the activities of the mass movements and in both Swedish associations and associations representing the immigrants themselves.

# 3 IMMIGRANTS, EDUCATION AND SOCIETY

This section deals with certain aspects of immigration and educational measures. Its purpose is to outline some of the premises underlying the standpoints and proposals put forward in the sections which follow.

## 3.1 Immigrant policy and schools

The three concepts of equality, freedom of choice and partnership must guide the construction of the multi-cultural society.

Educational measures are fundamentally important to the achievement of equality. The measures taken in schools must be aimed at making the educational situation of immigrant pupils equivalent to that of Swedish pupils. Means and methods must therefore be employed which will genuinely enable immigrant pupils to acquire knowledge and skills of the kind which educational legislation and the curricula make it the business of schools to provide.

Special measures are also needed in the school sector with a view to freedom of choice. This aim, which implies that immigrants must be able to decide for themselves the extent to which they are to retain and develop their original identity and the extent to which they are to acquire a Swedish cultural identity, is in keeping with the general principles of educational legislation and the curricula. In practice, however, the aim of freedom of choice can be hard to achieve. It demands from all working members of the school community an awareness of the meaning of cultural freedom of choice and of the various ways in which that freedom can be realized. The aim of freedom of choice involves both conflicts of aims and problems of resources; these matters demand analysis, which in turn can give rise to development work, in-service training, instructions and changes designed to make schools better equipped to strengthen cultural freedom of choice.

In order for the aim of partnership to be achieved, co-determination opportunities for immigrants must be improved in all sectors of society, not least in the education sector.

Where schools are concerned, this will mean work on different planes. Among other things it will mean developing forms and methods of co-operation with immigrant parents and other parents in order to strengthen their ability to play an active part in and influence their children's school careers, and it will also mean training, in-service training, and information to influence attitudes and values.

The prerequisites of partnership include knowledge of the Swedish language and knowledge concerning Swedish society on the part of immigrants. Another prerequisite is the possession by school staff and their pupils of knowledge concerning the social systems and culture of the immigrants' native countries.

There are latent tensions between the three objectives of immigrant policy. How can the aim of equality be achieved without sacrificing freedom of cultural choice? Can freedom of choice be accomplished without compromising the aim of equality? Goals stated in general terms always have to be interpreted and concretized at different levels. Interpretations can lead to

restrictions and openings in relation to the goals stated depending on the degree of tolerance permitted within a system. What degree of tolerance does the education system possess in connection with interpretations of the aims of immigrant policy?

Another important question for the education system concerns the extent to which that system captures and responds to the needs and interests of new groups. Versatility is important, and so is amenability to new demands.

The system of rules within the Swedish school system must be designed openly enough to be adaptable to new sitautions and requirements. Immigrant affairs and immigrant instruction present new educational, social and methodological aspects which demand flexibility within the system.

3.2 Immigrant policy and adult education

The aim of equality raises many questions in relation to adult education. To what extent do immigrants participate in regular adult education? Do immigrants have specific educational needs, and if so are they provided for? Are the results achieved by immigrants comparable to thôse achieved by other participants?

Practical experience and the results of certain investigations indicate that immigrants are disadvantaged in a variety of ways in the educational context. Greater efforts are needed to give adult immigrants genuine opportunities of equality and to improve their ability to participate in adult education by eliminating social, linguistic and other impediments.

The aim of freedom of choice has a bearing on the course content, working methods and study environment of adjult education. It means that greater importance must be attached to education geared to various home languages and various cultures. The stronger position accorded to the home language in various forms of education, for both educational and social reasons, will also establish a foundation on which to widen cultural amenities in different languages, and it will increase the possibilities of bilingualism being regarded as an asset in the community at large.

In order for the aim of partnership to be achieved, immigrants participating in adult education must be given genuine opportunities of co-determination. Moreover, questions concerning attitudes will have to be studied at various levels. A good knowledge of the Swedish language and of the workings of society is one of the prerequisites of partnership and co-operation. Another is for staff and participants in adult education to possess a knowledge of the background and culture of immigrants.

Seen from the viewpoint of the adult immigrant, imformation and social orientation are vitally important for the sake of improved partnership, just as home language instruction for immigrant

children plays a vital part in augmenting their cultural liberty.

### 3.3 Socialization and identity

Emigration entails cultural changes in the life of the individual, to a greater or lesser extent. The confrontation between two cultures initiates a process. The course described by this process will depend on a number of factors within the immigrant himself and in the society which he meets. In Sweden one can find examples of various types of reaction in connection with cultural encounters. Many of them are connected with the view taken by the Swedish population of the country which the immigrant comes from, with the developmental distance between the two cultures and with the circumstances prompting emigration. As a rule, the Swedish reaction emanates from an image of Sweden as a monolingual and culturally homogeneous country. Deviations are regarded as a threat rather than as positive diversity.

Security and the possession of roots in one's own culture and language are an important factor of positive adjustment to a new society. Crises of identity and rootlessness are often due to a person having denied and lost touch with his original culture without finding a new cultural identity.

The purpose of Swedish immigrant policy is for the immigrant to be supported in retaining and developing various cultural traits from his original culture. In order for this to succeed, the values, religion, language, customs and habits etc. represented by the immigrant must be regarded as positive to Sweden and as a beneficial influence on social development.

It is probably very important, for the sake of the identity formation of immigrant children, for their original culture to be appreciated in school and thus constitute a source of pride. Since immigrant children, by reason of their Swedish schooling, are influenced more rapidly than their parents by Swedish culture, a serious conflict of cultures is liable to break out in the home unless the children are helped to feel at home in two cultures.

The role of schools in the socialization of immigrant children and in the development of their identity must not be underrated. The immigrant organizations in Sweden have in fact taken a close interest in educational affairs and have regarded educational planning as one of the most important social issues of today. The education system provides a manifestation of the fundamental values of society. Schools can be interpreted by certain immigrant groups as a threat to their cultural identity if the values of the education system do not agree with those of their own culture. Values concerning child education, the relations between different generations and the sex roles are examples of central parts of a cultural pattern which can be influenced by schools and which, therefore, can often generate conflicts of norms within the immigrant family.

Contacts between schools and immigrant families are often attended by cultural and ethnic conflicts. Close contact and mutual respect and understanding between school and home are necessary in order for both children and their parents to be able to develop a positive cultural identity in Sweden and be spared crises of identity. Among other things, work to this end must include information measures to shed light on different values and social assumptions. Various means of conditioning attitudes between immigrants and Swedes should be tried out, and use must be made of the linguistic, educational and cultural assets which immigrants represent.

## 3.4 Bilingualism

The Riksdag has laid down that the aim of education for immigrant children must be to promote active bilingualism.

There are many theories concerning the acquisition and retention of two languages, and both theories and results are somewhat contradictory. Most researchers, however, seem to be unanimous concerning the great importance of the first (or native) language in the emotional and intellectual development of the individual.

"A child denied the opportunity of developing its native language to a level at which abstract thought is possible and then confronted at school with instruction delivered in another language is subjected to great strain, both intellectually and emotionally, and serious disruptions are liable to occur in its linguistic and intellectual development." (Report of the Immigration Commission, 1974:69, p. 241.)

Hitherto, bilingualism research has been mainly confined in countries with large linguistic minorities, e.g. the USA, Canada and the USSR. Bilingualism has also attracted the attention of Swedish researchers, however, since the 1950s, e.g. Ekstrand, Hansegård, Hansson, Johannesson, Loman, Malmberg, Oksaar, Ruke-Dravina, Skutnabb-Kangas, Tingbjörn, Toukomaa).

Researchers employ various definitions of bilingualism. Some say that a person is bilingual if he speaks two languages as his native language, while others say that anybody who has learned the elements of a language other than his native language is bilingual to some extent. The term "active bilingualism" used by the Swedish Riksdag would seem to have more in common with the former definition.

Absolutely equal command of two languages is probably unattainable. At least, many researchers maintain that a species of functional division occurs between the two, in which case the development af active bilingualism would mean efforts to achieve in the individual person a linguistic proficiency enabling him to make active use of both languages in various situations and in doing so to effect a more or less natural division of functions between them.

Researchers are also in the habit of distinguishing between different kinds of bilingualism, depending on the learning bilingualism, "natural" bilingualism denoting the child's unconscious acquisition of a language through the influence of its surroundings, while "cultural" learning proceeds via another language and with the aid of teachers and teaching materials.

One important topic of inquiry for researchers has concerned the best point at which to start learning of and in the second language. Opinions vary. Some specialists maintain that teaching of the second language should not begin until the system of meaning in the first language is virtually established, though it should not be deferred until the capacity for perfect pronunciation has markedly declined (10-12 years). Others maintain that the second language should be taught as early as possible. The appropriate juncture for introducing a second language probably varies from one person to another, but it is also influenced by outward conditions.

Researchers have also studied the suitability of the various languages as teaching languages. The majority take the view that basic reading and writing should be learned in the native language. Reading is learned most rapidly in the language which the child know best.

The home language should be used as a teaching language for as long as the pupil lacks sufficient command of Swedish to acquire knowledge and practise skills in it. Since knowledge of Swedish generally increases relatively slowly, the home language has to be capable of serving as a supplementary teaching language for a relatively long educational period.

Bilingualism is a process, not a static condition, and the development of both languages must therefore be constantly nourished. A linguistic process once initiated should not be interrupted if the aim is to promote active bilingualism and cultural freedom of choice. Support must therefore continue to be given to the development of both languages throughout all educational levels and in various forms, including cultural and recreational activities outside the educational context.

"Active bilingualism" is a very lofty aim, and it is doubtful whether this aim can be achieved within the school system alone. Massive support also needs to be given to linguistic development outside school, at home, in the recreational context and via cultural amenities. The aim itself, however, is right and necessary, and it presents an educational and methodological challenge. Thus the aim of Swedish lessons and home language instruction is pitched higher than that of English teaching, for example.

According to the research and development project entitled "Linguistic development among immigrant children" (SPRINS),

the aim bilingualism involves the following demands on instruction.

- Learning of the basic skills of reading and writing in the home language.

- A firmly established system of meaning in the home language.

- Learning of the pronunciation of the second language (Swedish) before the age of about twelve.

- Real and contionuous linguistic stimulus in both languages throughout the immigrant pupil´s school career.

- Functional and realistic teaching of specialized subjects in both languages.

- High prestige for both languages.

- Contrastively based instruction, planned and conducted by adequately trained and contrastively conscious first-language teachers.

### 3.5 Attitudes and values, relations between majority group and minority group

Many of the measures proposed in this action programme are conditional and the successful creation of confident and positive relations between different cultural groups in society. An important task for all working members of the educational community must therefore be to expose, analyse and counteract prejudice and negative attitudes and thus help to prevent discriminatory action.

Human actions are based on various images of the surrounding world which are developed in the individual as a result of upbringing, experience, education etc. Images create attitudes, i.e. mental preparedness for action, by which the actions and reactions of the individual are governed in different situations. The term prejudice is customarily applied to predetermined images and attitudes based on culturally conditioned values and approaches. Prejudice often takes the form af antipathy towards other races, nationalities and cultures. It can exist at various "depths" in the individual personality, and the most deep-rooted prejudices are seldom amenable to the corrective influence of experience and reason.

Prejudice against different groups bears witness to fundamental problems and reason.

Prejudice and discrimination against a minority group can sometimes lead to an involuntary group formation evoked either by the active ostracism of that group by the majority or else by the action of the minority in screening itself off from the external pressure. By various means, society has to counteract the occurrence of such involuntarily formed groups. Not all group formation need be considered negative, however. An immigrant group, for example, may want to live together in the same housing area in Sweden so as to derive mutual support in the

preservation and strengthening of its cultural and ethnic sense of community. A voluntary group of this kind, formed on a basis of social equality, self-esteem and common cultural identity, can favour the growth of the multi-cultural society, provided opportunities of communication and co-operation between the various groups are also established. The security and self-confidence emerging within the minority group can be viewed as a prerequisite of this wider co-operation in the community at large.

The counteraction of prejudice and discrimination against different groups is a complex task requiring the commitment of the entire community. The occurrence of prejudice must be combatted at various levels by using a wide variety of instruments.

Very little is known about the incidence and scope of prejudice in Sweden against immigrants or concerning the discrimination they suffer at school, at work, at the hands of public authorities and so on. The Immigration Commission has made certain efforts to chart the extent of prejudice against immigrants, but this has not resulted in any systematic measures for the counteraction of prejudice.

In the autumn of 1978 the Government appointed a commission, which has adopted the name of the Discrimination Commission (DU), to compile documentation on which to base more long-term measures in a number of fields to counteract incipient prejudice and discrimination regarding ethnic, linguistic, national and religious minorities having immigrant status.

DU is to undertake general surveys and analyses as well as investigating and acting in more limited environments. The educational field will be given high priority in the work of DU.

One of DU's tasks will be to investigate the way in which the goals and guidelines of the curricula have been translated into practice with a view to establishing partnership between Swedes and immigrants. Part of DU's mandate will be discharged in the form of experimental activities, including the following:

- Experiments aimed at developing methods whereby prejudice and discrimination can be counteracted via school work. Experimentation of this kind may include the compilation of information material, teaching materials and teachers' guides.

- Experiments involving study circles at workplaces, in housing areas etc., with the aim of conditioning attitudes.

- Evaluation and follow-up of the feature weeks initiated by pupil organizations on the subject of immigrant affairs.

The NBE must actively participate in and observe the experimental activities organized by DU.

The measures which the NBE can take to counteract prejudice and discrimination must cover all sectors of the education system. Many of the proposals put forward under various headings in this action programme focus primarily on other questions, but if implemented they will also affect relations between immigrant groups and the majority population. A summary is given below of various proposals in the action programme which are concerned, directly or indirectly, with matters of prejudice and discrimination.

We need to know more about the genesis of prejudice. Questions of this kind will be raised in several research and development projects, and within the next five years a project may be launched with the aim of studying how group identity is shaped and developed in a multi-cultural society (p. 84). In this way it will be possible to study the relation between prejudice and the socialization process.

Culturally conditioned ethnocentrism can to some extent be combatted by means of education and information. Many Swedes know very little about the countries and cultures which immigrants left behind them when they came to settle here. Nor are they familiar with the way in which immigrants and other minorities live in Sweden. This lack of information will be alleviated to some extent as immigrants become more numerous and leave their mark in various sectors of society, but active measures are needed on a large scale.

The underlying ideas and aims of the multi-cultural society must be made more clearly apparent in the documents governing and influencing schools and education. The NBE will take steps to ensure that this is accomplished in future curricular work and in the development of service material etc.: compulsory school,

The teaching materials for all pupils and students in schools must be examined with reference to the views they communicate concerning immigrants and minorities. It should be possible for the NBE Teaching Materials Committee to be instructed to examine teaching materials from this angle (p. 103 f). Pending the sufficient integration of this type of subject matter in general teaching materials, special teaching materials and information material will have to be developed concerning immigration, immigrants and minorities. The NBE presumes that SIV will initiate an analysis of information requirements. In the NBE's opinion, other relevant authorities should also take part in this work, together with the immigrant organizations (p. 103 ff).

As has already been observed, the amenability of prejudice to rational considerations is very limited. The attitudes generated by prejudice are powerfully emotional and should therefore be conditioned emotionally. People can in various ways be made aware of their attitudes, those attitudes can be conditioned and each individual can thus be enabled to prevent his or her prejudice from resulting in affronts and discrimination against other people.

Among other things this requires the establishment of more opportunities of communication and partnership between different groups. The NBE recommends the allocation of considerable resources for local in-service training and local development work aimed at improving relations between the minority groups and the majority community (p. 83). Training measures for group discussion leaders are also recommended. Group discussions must include all staff groups as well as pupils (p. 83). All participants in basic and in-service teacher training should be given opportunities of conditioning their own attitudes. (p. 93).

There are various means whereby opportunities of contact between different parental groups can be augmented in the course of cooperation between homes and schools. Various forms of partnership can be employed in youth education for the conditioning of attitudes. These include, for example, staff conferences, study days and weekend courses, reserve periods, feature weeks and so on.

Since prejudice often strikes against disadvantaged groups in society, all efforts towards equality help to prevent the occurrence of prejudice. A large proportion of the activities of the whole of the education system have this egalitarian purpose. Mention will simply be made here of a number of measures which can help to enhance the status of immigrant and minority groups.

Improved teacher training - both for home language teachers and for teachers of Swedish as a foreign language - and measures via the Education Ordinance and other documents to place immigrant instruction on an equal footing with other subjects and other instruction are important measures to this end, because the self-esteem of pupils and course participants is influenced by the status of their teachers.

Various measures must be taken to try to improve the opportunities for pupils and course participants to utilize their bilingualism within the education system. The rating of the home language as a formal qualification should be defined (p. 32), and an investigation should be made of the possibility of finding special alternatives for bilingual upper secondary school students (p. 50 ). The NBE also wishes to enable applicants with a good knowledge and command of a language other than English to become generally eligible for access to higher studies.

Immigrants must be offered wider employment opportunities within the school system. Thus consideration should be given to the possibility of home language teachers applying for headmasterships, even though category 22 (home language) teaching appointments cannot be established on a permanent basis.

The NBE is prepared to support DU´s investigations concerning the extent to which immigrants and minorities suffer discrimination within the school system. The NBE also plans to launch a special research project to study possible segregation in working life and its connection with the educational situation of immigrants and minorities (p. 82).

In other respects too, the NBE and other educational sponsors and authorities must maintain close observation of tendencies towards the discriminatory treatment of different groups. Activities of this kind are not readily describable in terms of an action programme, and the NBE merely wishes to quote examples of measures which it has introduced on account of a perceptible growth of racist tendencies. In work of this kind it is also important for the NBE to be in close touch with immigrant and minority organizations. The question of prejudice and discrimination should be a recurrent theme in discussions together with these organizations.

## 4 SOME PREMISES OF WORK IN YOUTH EDUCATION (COMPULSORY SCHOOL AND UPPER SECONDARY SCHOOL)

### 4.1 General

The number of immigrant children in Sweden is rising. The great majority of these children will have been born in Sweden, will grow up in Sweden and will constitute a growing proportion of the Swedish population. About nine per cent of the children born in Sweden during the past few years have mothers who are foreign nationals. Roughly a quarter of all children born in this country have foreign antecedents within the two preceding generations. About 27 500 persons aged between four and six years are foreign nationals as against 19 500 aged between 13 and 15. Developments in compulsory school speak for themselves. There were 78 300 immigrant pupils in 1976, 84 500 in 1977 and about 81 000 in week 45 of 1978.

In the academic year 1977/78 the percentage of immigrant students was about 8.5 in the elementary school and about 5.5 in the upper secondary school. In the autumn of 1978 there where about 14 200 immigrant children in pre-school with another home language than Swedish. About 6 500 of these children were six years old.

Statistics from 1975 onwards have employed the following standard definition of immigrant pupils. "Immigrant children/pupils are children/pupils coming from homes where one or both parents or guardians is of foreign extraction and has a native language other than Swedish."

In connection with the collection of statistics by the Central Bureau of Statistics (SCB) in the autumn of 1978, this definition was made pupil-related, so that it now reads: "Pupils with home languages other than Swedish".

The statistics also have to include pupils with an insufficient command of Swedish who are entitled to auxiliary Swedish lessons. These pupils are defined as

a) pupils having home languages other than Swedish

b) Swedish-speaking pupils whose parents/guardians speak or have spoken a foreign language at home

c) Swedish-speaking pupils who have attended school abroad.

The development of instruction for immigrant children is guided by the principle that they must receive an education giving them the same opportunities as Swedish children to obtain employment and security and to participate in and influence the development of society.

Although considerable public resources have been devoted to the instruction of immigrant children, there are obvious deficiencies to be remedied and problems to be overcome. These are partly due to the insufficient resources available for immigrant instruction, but they are also connected with the use made of those resources, e.g. the organization of immigrant instruction. Another important background factor related to the difficulties which immigrant pupils experience in school is the cultural conflicts occurring in the course of contacts between different pupil groups, between pupils and school staff and so on.

The resolution passed by the Swedish Riksdag in 1976 for the expansion of home language instruction to include pre-school education as well as compulsory school and upper secondary school made it possible to adopt an integral approach towards the development of immigrant children. This policy resolution also implied that efforts and resources must be aimed at enabling immigrant children to retain and develop their home languages, so as to give them an opportunity of becoming actively bilingual and participating in two cultures.

Insufficient development of the home language and of their command of Swedish is one reason why so many young immigrants are unsuccessful at school and therefore risk running into great difficulties in the labour market. Some immigrant pupils leave compulsory school prematurely, and although increasing numbers of immigrant pupils are going on to upper secondary school, investigations have shown that there are many dropouts and that the majority of immigrant students opt for two-year lines and specialized courses. Labour market statistics show very high unemployment figures among young immigrants. According to the labour force survey, the unemployment rate for foreign nationals under 25 in December 1978 was 8.3 per cent. Unemployment among those aged between 16 and 19 is roughly two per cent higher than among those aged 20-24.

The unemployment rate for Swedish nationals under 25 during the same period was 4.2 per cent. Thus youth unemployment among immigrants (foreign nationals) is twice that among Swedes. Structural crises in the labour market may cause it to rise still further. The difficulties which young immigrants experience in the labour market are to a great extent due to a poor command of languages and to educational deficiencies. A variety of measures must be taken in several sectors of society to strengthen the position of young immigrants in the labour market. Schools have an important part to play. Expanded support for home language instruction, vocational education and and study and vocational orientation in youth education can provide a solid foundation for a career.

The improvement and development of teaching in and of the home language and Swedish is one of the means whereby immigrant pupils can be given better opportunities of further education and

employment. But it is equally vital for working routines, methods and teaching content to be adapted to the varying cultural background of immigrant pupils and to their linguistic environments and other circumstances. The teaching of immigrant pupils in youth education needs to be characterized to a far greater extent than at present by an unconventional and flexible approach, so that an educational situation can be created which will equip immigrant pupils to enter the Swedish labour market.

Developments in youth education during the next few years will have to be dominated by a concerted bid to give immigrant pupils such a good education, such a firm knowledge of their home languages and of Swedish, and such a secure situation in school as to enable them to develop a positive cultural identity and to enjoy educational and vocational opportunities equalling those available to Swedes. The prerequisites of such a development include the following.

- Means and methods whereby immigrant pupils will be able to acquire knowledge and develop skills must be chosen with due regard for their linguistic and social circumstances.

- Instruction must be conducive to the development of active bilingualism.

- The status of the home language must be improved.

- Pupils and school staff must respect and appreciate other languages and cultures.

- Pupil welfare arrangements must be reinforced and developed.

- There must be more co-operation between schools and homes, between schools and immigrant organizations and between schools and working life.

### 4.2 Teaching languages

When designing instruction in youth education, the needs of the immigrant pupil must be placed in the forefront.

Several recent research projects have yielded positive experience concerning activities and teaching in the children´s native languages. This applies both to pre-school education and to compulsory school. Among other things, investigations have shown that Finnish children in Finnish-speaking classes do better than Finnish children in Swedish classes. They master both the Finnish and Swedish languages, and they have acquired the necessary self-confidence to be able to forge contacts in school and elsewhere.

Experience has confirmed the assertion made by many linguists that basic learning should take place in the child´s native language and that the latter should be allowed to develop parallel to the second language.

Thus experience and research findings suggest that the child's native language should be adpoted as teaching language if this is judged necessary in order for the child to acquire knowledge and skill of the kind which school is intended to convey. The decision made concerning the teaching language should be based on the needs of the individual pupil.

It is primarily at junior and intermediate levels that there may be cause to establish special classes, home language classes or groups which are taught in their home language.

When choosing the teaching language, however, one tends to go by the pupil's active linguistic capacity. Passive capacity must also be taken into consideration, however, and the home language ought therefore to be able to function as a supplementary teaching language for a relatively long period. Thus at senior level too there may be educational reasons to justify single-language teaching groups.

In upper secondary school too, there may be cause for arranging instruction in the student's home language when the need arises. Primarily, of course, this applies to students settling in Sweden at senior level and upper secondary age.

The main principle, however, should be for Swedish to be used as the teaching language at senior level and in upper secondary school.

The individual school, acting in consultation with the parents, should decide which teaching language is preferable in terms of the possibilities of attaining the goals of instruction. The feasibility of arranging instruction in home languages varies, of course, depending on a number of factors. These include, for example the geographical, linguistic and age distribution of the pupils, the total resources of the municipality, the supply of teachers and teaching materials, and the technicalities of the timetable.

The NBE is currently compiling material to facilitate the municipal planning of immigrant instruction in compulsory schools. Among other things this material includes various organizational models and shows how the choice of organization can be influenced by varying local conditions. The NBE will also be presenting various ways in which resources can be deployed.

### 4.3 Home languages

Home languages were made a compulsory school and upper secondary school subject under the Education Ordinance with effect from the fiscal year 1977/78, and at the same time a new State grant was introduced for both types of school. Home language instruction has existed, however, since the fiscal year 1968/69 in compulsory school and since 1971/72 in upper secondary school. The new draft curriculum presented by the NBE includes a special home languages syllabus, and work is in progress on a general plan of home language studies. Similar work is in progress, with reference to upper secondary school, on a syllabus and plan of studies. The purpose of home language instruction is to enable children to retain and develop their knowledge of the lan-

guage which they employ in their everyday surroundings, so as to give them an opportunity of becoming actively bilingual.

Home language instruction consists of home language lessons and home language study guidance. The amount of instruction given in and concerning the home language varies according to the needs of the individual pupil and according to the ability of the municipality to make the necessary arrangements. In week 45 of 1978 there were about 81 000 compulsory school pupils speaking home languages other than Swedish and qualifying for home language instruction. About 42 000 of these pupils were receiving home language lessons, and about 14 000 were receiving study guidance in their home languages. About 4 000 pupils wanted home language instruction but were for various reasons unable to obtain it. This is a lower figure than for the previous year. The remaining 35 000 pupils did not exercise their right to home language lessons.

It is the duty of municipal authorities to make arrangements for home language instruction, and it is also their duty to distribute information concerning opportunities of home language instruction and entitlement to the same.

This entitlement applies to immigrant pupils using other languages than Swedish at home. Normally this means that at least one parent or guardian must have a native language other than Swedish and must speak that language together with the child. There are no rules saying that the child must have a certain command of the home language to qualify for home language instruction. Entitlement to home language instruction is assessed locally by the school concerned, together with the child and the child's parents. In principle, the home language must not amount to a new foreign language.

Schools today are characterized by an increased awareness of the importance of the home language. No collective evaluation has yet been made of home language instruction, but the viewpoints and experience which have been collected indicate that, despite the ongoing expansion of home language instruction, many problems still remain to be solved. It has been argued from many quarters - by the immigrant organizations, for example - that the status of the home language is a crucial factor in determining whether home language instruction is successful, i.e. whether it makes children bilingual and gives them opportunities in school and in society equal to those enjoyed by other children. Among other things it is argued that home language must not be forced to compete with other subjects, and it is also argued that the free option concerning the immigrant children's native/home languages gives the latter an inferior and weaker position than the native language of Swedish children.

The present organization of home language instruction is based on the principle that home language lessons must be optional for the pupil. Demands had already begun to be voiced in the early seventies, however, to the effect that home language instruction should be made compulsory for immigrant pupils.

The Immigration Commission rejected all such ideas in its final report (SOU 1974:69, p. 257). "Proposals have been made in various quarters to the effect that this instruction, which it is at present permissible to arrange, should be made compulsory for immigrant children. The Commission does not believe that this demand for compulsory instruction can be sustained, because the category of children to which such a provision would apply cannot be unequivocally delineated. Formal criteria such as the foreign nationality of the child or its parents or the fact of their having immigrated from another country are insufficient, because the fundamental consideration in this context is the child's linguistic situation."

The Immigrant Group within the Ministry of Education which put forward "Proposed measures on behalf of immigrant children in pre-school education, compulsory school and upper secondary school" (Ds U 1975:13) endorsed the voluntary principle and observed that participation in home language instruction was "Voluntary for the pupils but, like other compulsory school options, usually binding for the entire school year on those pupils who have chosen it". The Riksdag resolution also followed this line.

The same principle has been reaffirmed in the Budget proposals for 1979.

A large number of authorities and organizations have tendered viewpoints in connection with HINVA's work. Many of them feel that the question of compulsory or optional home language instruction is important and requires analysis and investigation.

The following are reasons mentioned in favour of the continuation of home language instruction on a voluntary basis.

- Compulsory home language instruction conflicts with the aim of freedom of choice.

- Immigrants must not be forced to adopt a public standpoint on such a delicate matter.

- It would be hard to decide which pupils home language instruction was compulsory for.

- If the home language is made compulsory, it may either replace other subjects or come outside the school time schedule, and this will entail conflicts of aims between home languages and other subjects, plus an amendment to the Education Act.

Recently several organizations have come out in favour of compulsory home language instruction. The major immigrant organizations are among them.

The reasons given in favour of compulsory home language instruction are as follows.

- The home language will gain in status and become a natural element at school.

- Parents will be spared having to decide a difficult question, and this will be most important in cases where parents are unaware of the importance of the home language.

- The continuity of teaching and of planning by the home language teachers will be facilitated.

- The home language will be given a specific time allocation on the timetable.

- Study guidance will be made compulsory.

Other questions needing to be analysed with reference to compulsory home language instruction are as follows.

- For which pupils is home language instruction to be compulsory, and which criteria are to be applied?

- Whose freedom of choice is to be given priority - the parents' or the children's?

- The problem of exemptions.

- Questions concerning resources, rules governing State grants.

- Teaching content.

- Alterations to curricula, time schedules, the Education Act and various regulations.

Thus one argument which is often advanced in favour of compulsory home language instruction is that the status of home languages would be enhanced in this way, which in turn would influence the school situation of immigrant children.

The status concept is of a composite nature and incorporates many aspects which require analysis. The home language must be made to confer formal qualifications, not only in school but in the community at large. A knowledge of two languages must be counted as a formal qualification in various connections, e.g. admission to different courses of training and education. Measures calculated to strengthen the position of the home language include, for example, the development of teaching materials in the home language, an increase in the numbers of bilingual teachers and bilingual staff of other categories, and the use of home languages in teaching.

The question of compulsory home language teaching can be discussed in clearer terms if a firm distinction is made between teaching in the home language (either in the form of study guidance/auxiliary instruction in the home language parallel to regular teaching or else in the form of teaching conducted full time in the home language) and the teaching of the home language (corresponding from the viewpoint of immigrant pupils to the teaching of Swedish to Swedish-speaking pupils).

Schools must employ the best possible means of conveying knowledge and skills to their pupils. It takes a long time to master a foreign language to such a degree that it can be used as a vehicle of knowledge. Many immigrant pupils start school with an inadequate knowledge and command of the Swedish language. Existing regulations make it possible for parents and pupils to decline home language instruction. As a result, schools are sometimes unable to convey knowledge to pupils at a level corresponding to their general development. Nor can the pupils utilize their capacity in communicating with schools. This state of affairs can persist for a long period.

Auxiliary home language lessons (study guidance) and, to some extent, instruction entirely in the home language ought therefore to be compulsory for a pupil for as long as the school considers this to be a necessary prerequisite of the communication of knowledge to him.

On the other hand it must not be permissible for a pupil to be placed in a permanent home language class (see p. 45) against the wishes of his parents or guardians.

Home language lessons, like the teaching of Swedish to Swedish-speaking pupils include elements relating to the culture, history, social structure etc. of the country or the cultural region where the language is spoken. When some parents decline home language instruction for their children, this may be one of the reasons, particularly as regards certain political refugees and linguistic minorities from countries where only one language is officially recognized. In the latter case, children often have more than one home language, and sometimes they know the official language of their country of origin better than their parents' native language. Parents may therefore have powerful emotional reasons for objecting to their children being taught a particular language.

A large group of immigrant children have grown up during a period when immigrant policy led to the assimilation of immigrants. This may have had such an effect on part of the parental generation that they have completely abandoned their linquistic background and do not wish to be reminded of it. Other groups of parents may instead have come to regret not having taught their children their own native language. In many cases it would probably be an infringement of the privacy of the former group of parents to stipulate that their children receive home language instruction, while the latter group may find it equally affronting to be asked, when requesting home language instruction for their children, to what extent they speak a language other than Swedish at home.

Parents and the individual pupil must have the last word as to whether the pupil is to be taught the home language. In the NBE's opinion, instruction of this kind must always be given in accordance with the wishes of the individual pupil and his or her parents. (Cf the argument concerning the pupils' free options in the current curriculum, where it is stated that pupils are entitled to choose a study alternative even when the school does not believe that they have the necessary aptitudes.)

Thus is ought to be made possible for a pupil to attend home language lessons even if the language in question is not regularly spoken in his or her home. This applies to adopted children, for example. In the case of some linguistic minorities, such as Lapps and gypsies, this expansion of the right to home language instruction is one of the essential prerequisites of cultural survival. An expansion of this kind implies administrative simplifications without any anticipation of a notable increase in the number of pupils taking part in home language instruction.

Thus the provisions of the Education Ordinance concerning home language instruction should be amended in the direction indicated above.

The course pleaded for above has the advantage of providing for the needs of schools and parents/the minority alike. In certain cases this may result in a pupil being taught two "home languages" - one which is best suited for the conveyance of knowledge and one which strengthens the emotional bonds between the child and its parents; instruction of this kind is in fact already being provided for Kurdish children, for example, who are given study guidance in Turkish but are taught in Kurdish.

This approach can also enhance the status of the immigrant languages. On the one hand schools concede that the immigrant languages are needed for teaching purposes, while on the other hand they confirm the right of the linguistic minorities to be taught their own languages according to their own preferences.

The increasingly strong position of home languages in youth education also influences home language instruction in adult education. Home language instruction for adults has so far proceeded on a minor scale. Efforts have been made to give immigrants added opportunities of studying their home languages, and it should be possible for these efforts to be intensified, for example, by sanctioning the inclusion of home languages as a municipal adult education teaching subject and by increasing the grants awarded to adult education associations for their home language study circles. It is also essential for Swedish pupils and course participants to be given the opportunity of studying the immigrants' home languages.

Summing up, the NBE takes the view that the provisions applying to home language instruction in compulsory school and upper secondary school should be amended as soon as possible so that

home language study guidance and a certain amount of other instruction in the home language are made compulsory for the pupil to the extent to which the school judges him to be in need of such instruction,

it is made the duty of schools - if parents and pupil so desire - to provide home language lessons for a pupil whose home language is a minority language or who has a different cultural background,

measures are taken to prevent the choice of home language in compulsory school and upper secondary school from impinging on the immigrant pupil's opportunities of further studies in upper secondary school and at post-secondary level.

Other important preconditions for the improvement of home language instruction include the following.

- Increased grants towards home language instruction in compulsory school and upper secondary school. The compulsory school resource allocation should be raised from 1.1 to 1.5 teacher periods per week (ppw) per pupil, while the upper secondary school allocation should be raised from 0.75 to 1.5 teacher ppw per student. One of the aims of this augmentation will be to make it possible for small language groups also to be reached.

- Measures to bring about a heavy expansion of the information supplied to immigrant parents, pupils and school staff concerning the importance of the home language.

- A clear definition of the formal qualifications to be credited for home language as a school subject.

## 4.4 Swedish as a foreign language

The aim of bilingualism implies that comprehensive support must be given to the linguistic development of immigrant children as regards both their home languages and Swedish.

Great emphasis must be laid on the teaching of Swedish as a foreign language in youth education. Good communicative skills in Swedish are necessary in order for pupils to cope with their continued schooling after compulsory school and with working life. The development of a good command of Swedish is also essential in order for the individual to be able to participate in the complex life of the community, in the activities of voluntary associations and in cultural activities outside his or her own group.

As mentioned earlier, researchers entertain differing views concerning bilingualism and the way in which it develops, but the majority of them agree that solid foundations must be laid in the home language before Swedish can begin to be taught systematically. Many writers argue that ability to learn Swedish and other foreign languages is directly dependent on command of the home language. At the same time, Swedish lessons have to begin at a sufficiently early stage to eliminate the risk of pronunciation difficulties.

The aim of bilingualism makes very heavy demands on the teaching of Swedish. To immigrant children speaking another home language, Swedish is a foreign language which they have learned as such, partly through the instruction received at school and partly through their dealings with Swedish children.

Next to English, Swedish as a foreign language has long been the most important foreign language taught in Sweden. And yet its pedagogical and methodological development has proceeded slowly. To a great extent this is because Swedish as a foreign language has not been regarded as a subject in its own right and because more systematic teacher training has hitherto been lacking.

Auxiliary Swedish lessons have in practice developed into a school subject in their own right. The methodology required differs from that used in the teaching of Swedish as a native language. Today there are many immigrant pupils receiving instruction in Swedish as a native language which is really intended for Swedish pupils. Since Swedish as a native language and Swedish as a foreign language are two different subjects, the teaching of Swedish in schools should be partitioned accordingly. Immigrant pupils should be taught Swedish as a foreign language for a certain length of time instead of Swedish as a native language. If marks are to be awarded, allowance must be made to the fact that Swedish is a foreign language to immigrant pupils. Special methodological instructions dealing, among other things, with matters of assessment should be compiled for the subject.

The training undergone by teachers of Swedish as a foreign language should include Swedish and a foreign language, and these teachers should also possess sufficient knowledge of home languages for teaching to be conducted contrastively. Teaching is usually done by Swedish staff, but bilingual teachers should also be able to teach Swedish as a foreign language if they meet the above mentioned requirements.

Since the 1960s, Swedish as a foreign language has been extensively taught by the adult education associations and as part of labour market training. This teaching has above all focussed on basic Swedish.

Since a good and extensive knowledge of Swedish is necessary in order for the individual to cope in society, more advanced studies of Swedish as a foreign language should also be offered by various educational sponsors. This advanced instruction should be given various emphasis and be differentiated according to the educational and vocational plans of the individual immigrant.

To meet the demand for qualified teachers of Swedish as a foreign language in youth and adult education, both junior and intermediate level teachers, subject teachers and home language teachers should be enabled, by means of specialized courses, supplementary courses and in-service training courses of various kinds, to obtain full qualifications as teachers of this subject.

The following steps should be taken in order to improve auxiliary Swedish lessons and the teaching of Swedish as a foreign language in various forms of education.

- Swedish as a foreign language should be made a subject in its own right in all types of school.

- Special basic and further training should be introduced for teachers of Swedish as a foreign language.

- Swedish as a foreign language should be eligible for inclusion in junior and intermediate level teaching appointments and in subject teacher appointments.

- The State grant for the teaching of Swedish as a foreign language in upper secondary schools should be awarded at a flat rate.

Furthermore:

- Studies of Swedish as a foreign language should be permissible under the rules today applying to B-type salary deductions for sabbatical leave.

- The teaching of Swedish as a foreign language should be allowed to replace the corresponding amount of lessons in other subjects, Swedish excepted, in the individual student's upper secondary study route.

### 4.5 The teaching of English

English is compulsory in compulsory school, and compulsory school leaving certificate including a mark for the special English course in grade 9 is required for admission to the three and four-year lines of upper secondary school. Compulsory school leavers with marks for the general English course in grade 9 qualify for admission to the two-year lines of upper secondary school and to most of the specialized courses at upper secondary level. The Government Bill which has been presented on the subject of the compulsory school curriculum provides for the abolition of the above mentioned stipulation concerning the special English course. This should help to give many immigrant pupils a wider choice and at the same time facilitate their English studies at senior level.

The three and four-year lines of upper secondary school and the two-year social and economic line include at least two years' English. In order lines and line-based specialized courses, English is an optional subject (though not in the two-year technical line, where students take English or a second foreign language for one year). A student with a home language other than Swedish is entitled to take his home language instead of English, but general eligibility for post-secondary studies is conditional on the applicant having studied English in at least two grades of upper secondary school.

Thus English plays an important part in the student's choice of study route on leaving compulsory school. It is important to make sure that pupils with home languages other than Swedish participate to the greatest possible extent in compulsory school English lessons, so that they will have the same range of choice as other school leavers when they go on to upper secondary school. At the same time, however, facilities must be available for individual adjustments in order to devise solutions in the best interests of the individual pupil.

English also occupies a powerful position as an international lingua franca, and even in Sweden itself - in mass communications, for example - English plays a very conspicuous part. Knowing enough English to get by is undoubtedly of great importance for the self-esteem and self-assertion of the individual.

As a result of the small time allocation and the activating methods employed during the early stages of English, most pupils find the subject stimulating and not particularly burdensome. The methods employed are such that immigrant pupils cannot be said to be at a disadvantage in relation to children whose native language is Swedish.

The available statistics show that more than half the immigrant pupils in compulsory school have a command of Swedish corresponding to that of "an average Swedish pupil". The measurements taken in the EPÅL project (English at junior level) have not revealed any disruptive effects on the Swedish-speaking children's command of Swedish. The classes taking part in this experiment started English in grade 1. Several studies of the same kind have been made in other countries, and there is nothing to suggest that the early introduction of a foreign language has negative repercussions on the native language. Various specialized statistical studies are in progress with the aim of elucidating problems concerning English in the language programmes of immigrant children. The preliminary findings suggest that immigrant children in grade 6 have the same level of achievement as Swedish-speaking children.

Immigrant pupils are divided into the following two main groups.

A Immigrant children from families coming straight to Sweden from their country of origin and entering school in Sweden somewhere between grades 2 and 9.

B Immigrant children starting school in grade 1, most of them born in Sweden.

A. Completely individualized programmes have to be constructed. Priority has to be given to study guidance in the home language and to Swedish lessons. English, at all events from grade 4 onwards, involves such a large proportion of reading that the pupils must have a reasonable comprehension of Swedish to be able to follow a reading passage and to be able to understand simple grammatical analyses. Individual assessments have to be made concerning the point at which English can be started. (A pupil may of course have done a certain amount of English in his country of origin. Most pupils in Finland, for example, start English in grade 3.)

Consideration should be given to offering English as a second foreign language at the senior level of compulsory school and in upper secondary school for immigrant pupils entering compulsory school at intermediate level without having done any English previously. Immigrant pupils entering compulsory school

at senior level without having studied English previously should be entitled to exemption from the subject, so as to give them a more favourable educational situation. These pupils should be given the opportunity of taking English as their third foreign language in upper secondary school. The feasibility of both these proposals is conditional on adequate solutions being found to the question of eligibility.

If the home language teacher is qualified to take English, it can be a practical arrangement for him/her to do so. In this way contrastive aspects can be taken into account and the pupils' home language can serve as an "auxiliary language" for English teaching.

B. The following viewpoints are offered concerning immigrant pupils entering compulsory school in grade 1.

In some municipalities with large immigrant populations, immigrant children belonging to the same language group are placed in home language classes or in what are termed composite classes. Basic reading and writing are taught in the home language, but the scope given to Swedish is gradually widened. In a bilingual programme of this kind, consideration can be given to deferring English lessons until grade 4, assuming that the class will stay together for at least one year during intermediate level. If on the other hand the immigrant pupils are to be integrated with an ordinary class on transition to intermediate level, all classes at the school concerned should start English simultaneously, i.e. either in grade 3 or in grade 4.

Careful consideration should be given to the time allocation for English in a home language class which is expected to stay together throughout intermediate level. A time schedule may possibly be applied which proceeds from a smaller to a larger number of periods, e.g. 3 ppw in grade 4, 4 ppw in grade 5, 5 ppw in grade 6. In this way Swedish would be made to "restore" 1 ppw in grade 4 and 1 ppw in grade 6. It should be possible for more varied use to be made of a larger number of periods in grade 6, where the linguistic content offered to the pupils is more variegated and affords wider methodological opportunities.

In cases where immigrant children are <u>individually integrated</u> in Swedish classes, it is reasonable that they should normally start English at the same time as the Swedish children, in grade 3, though of course, if an immigrant child is not thought to know enough Swedish, an individual adjustment will have to be made and compensatory English lessons provided at intermediate level.

It should be possible for the following proposals to be framed and acted on <u>at once</u>.

- Various teaching arrangements must be made for English, depending on the manner of organization chosen for immigrant instruction. Individual adjustments may be called for.

- Consideration should be given to offering English as a second foreign language at senior level and in upper secondary school for pupils entering compulsory school at intermediate level.

## 4.6 Pupil welfare

Studies of pupil welfare at compulsory schools in Gothenburg and elsewhere have shown that immigrant pupils have far greater problems to contend with than Swedish pupils. The higher up one comes in the school system, the greater these problems are. Crises of identity stemming from cultural conflicts, uncertainty concerning the location of one's roots and conflicts of loyalty are not uncommon among young immigrants. As things stand today Swedish pupil welfare staff in both general/preventive and specialized/therapeutic pupil welfare have difficulty in coping with the problems of immigrant pupils.

Several municipalities report that immigrant pupil welfare takes up a great deal of resources and that special resources must be provided to give immigrant pupils the support which they require.

Considering the new and exacting tasks now confronting pupil welfare in connection with the school situation of immigrant pupils, particular attention will have to be paid to measures of pupil welfare during the next few years, and the following proposals should be acted on at once.

- The development of methods for immigrant pupil welfare work. This should include the initiation of group discussion experiments focussing on the total situation of immigrant pupils.

- The development of instruments of linguistic and educational-psychological diagnosis.

- Basic and subsequent training of pupil welfare staff for work with immigrant pupils.

- The recruitment and training of bilingual pupil welfare staff from immigrant and minority groups.

- The compilation of a plan of action for the improvement of co-operation and contacts between immigrant pupils and other pupils, in consultation with representative organizations of pupils and immigrants.

In the course of its subsequent work, the NBE should

- compile service material for immigrant pupil welfare work,

- investigate immigrant pupil welfare work to see whether it is so demanding as to justify an extra State grant,

- collaborate with the Central Student Grants Committee (CSN) in investigating the possibility of altering certain rules, simplifying routines and shortening waiting periods in connection with the award of study assistance to immigrant pupils.

## 4.7 Handicapped immigrant pupils

Our knowledge of the situation and needs of handicapped immigrant pupils is limited. Minor spot investigations by various bodies, including the National Council for Disabled Persons and the Stockholm Local Education Authority, have shown, however, that a person who is mentally or physically handicapped can encounter formidable problems in an alien culture. A conflict can develop, for example, between the right of the individual to retain and develop his own culture and his home language and, on the other hand, his entitlement to support on account of his handicap.

The situation of deaf and partially hearing immigrant children was discussed at an NBE symposium in the spring of 1978. Hearing disabilities make the immigrant family doubly handicapped in the linguistic context, because immigrant parents often lack sufficient knowledge of Swedish to learn sign language. Since the children learn both Swedish and sign language at school, opportunities of contact within the family are easily lost.

The combination of handicap and immigrant status generates problems which have not yet been properly analysed, still less solved. Handicaps suffered by immigrants involve special demands on schools. A handicapped immigrant pupil must be helped at school both to develop his home language and culture and, despite his handicap, to achieve an educational situation on a par with that of Swedish pupils.

The 1979 Budget proposals include an allocation of resources for home language instruction in special schools. It is important that this instruction be supported via teaching material development and teacher training measures.

The National Council for Desabled Persons has planned a major investigation of the situation of handicapped immigrant children and young persons, the aim being to chart the incidence of handicaps in various immigrant groups, to investigate the attitudes of various immigrant groups towards handicaps and to investigate the support given by society to handicapped immigrants and relations between handicapped immigrants and public authorities.

Starting in the spring of 1979, this project is expected to continue throughout the fiscal years 1979/80 and 1980/81. The NBE will be taking part, and the results of the investigation should provide a useful foundation for the NBE's further planning of measures to improve the situation of handicapped immigrant pupils.

The NBE also feels that a survey is urgently needed of the occurrence of handicaps among adult immigrants, together with an investigation concerning the extent to which the educational needs of handicapped adult immigrants are provided for. Special measures may need to be taken in order to make various forms of adult education available to immigrants.

## 4.8 Educational and vocational orientation

One of the tasks of school is to prepare pupils for the transition from education to working life, and educational and vocational orientation (SYO) has an important part to play in this connection.

Immigrant pupils and their parents often possess insufficient knowledge of working life and the labour market in Sweden. This, coupled with the difficulty they have in understanding information, often causes immigrant pupils to make their educational and vocational decisions within excessively narrow sectors.

To facilitate immigrant pupils' decision making, broader woking life orientation is needed, together with efficient co-operation between SYO officers and home language teachers and, thirdly proper aids in the form of brochures etc.

The experimental scheme of amended working life orientation (SKAL) which the NBE is at present conducting provides opportunities of repeated contact with working life, but it is being found difficult to process the pupils' experiences of such contacts, owing to the shortage of SYO resources. Owing to language difficulties or unfamiliarity with the situation concerned, immigrant pupils have quite often misunderstood something during their period of practical vocational orientation (PRYO). Without meaningful discussions, misunderstandings of this kind are liable to persist and impede the pupil in his choice of study route and occupation. It is important that the experimental activities proposed by the NBE and incorporating expanded SYO resources for immigrant pupils be established without delay.

In order to obtain a clearer picture of the state of co-operation between home language teachers and SYO officers, the NBE has conducted a survey which should be capable of resulting in the drafting of models for the conduct of work. These models will be presented in a service material which the NBE has decided to produce and which will also include concrete proposals concerning the way in which PRYO activities for immigrant pupils can be organized and the experience derived from such activities analysed, together with other suggestions regarding the improvement of SYO activities for immigrant pupils.

Immigrant pupils and their parents must have access to information material in their home languages, and it is important for brochures of this kind to be designed in such a way that immigrant can compare Swedish study routes with study routes in their native countries. Without the opportunity of making such comparisons, it is hard for them to arrive at a clear appreciation of the implications of a particular study route. Co-operation on the subject of information material should be developed further, particularly between AMS, SIV and the NBE.

The impending experimental scheme of upper secondary school admissions based on applicants' marks for the autumn term in grade 9 can provide immigrant pupils with an opportunity of more meaningful SYO activities.

The educational needs of adult immigrants and the special problems of immigrant women are also important questions where SYO activities are concerned. The NBE Sex Roles Project has requested an allocation for a project aimed at devising routines whereby immigrant girls/women can be activated more efficiently than hitherto.

Better basic and subsequent training concerning immigrant affairs for staff engaged in the SYO sector are also important means of improving SYO amenities for immigrants. Joint in-service training and seminar activities for SYO officers and home language teachers are necessary in order to achieve the SYO co-operation which is the only foundation on which immigrant pupils can be genuinely enabled to make independent and considered educational and vocational decisions.

The following proposals should be drafted and acted on immediately.

- Expanded and better adjusted educational and vocational orientation for immigrant pupils and their parents.

- The compilation of polylingual information material.

- A survey of immigrant pupils' vocational contacts, in order to increase opportunities of PRYO where the knowledge and experience possessed by immigrant pupils (concerning two languages and cultures, for example) can be made use of.

- Increased and better follow-up of practical vocational orientation (PRYO) based on workplaces.

In the course of subsequent-work, measures must be taken to

- improve the basic and subsequent training of SYO staff,

- increase the element of working life studies and SYO studies included in the training of home language teachers.

A more long-term plan for SYO activities can be drawn up following the completion of the survey which is to be started in the spring of 1979.

## 5 PRE-SCHOOL EDUCATION

All immigrant six-year-olds have been entitled since the fiscal year 1977/78 to home language training in public pre-school institutions, i.e. day nurseries and nursery schools. The enactment on which this arrangement is based entitles children speaking languages other than Swedish in their everyday surroundings to at least four hours' home language training per week. Municipal authorities receive grants towards the cost of home language training for six-year-olds.

The State grant for the fiscal year 1978/79 is Skr 2 100 per participating child. The 1979 Budget proposals provide for an increase of the grant as from the fiscal year 1979/80 to include five-year-olds as well. The Child Care Act makes it the duty of municipal authorities to offer pre-school places to children under six if, for linguistic reasons for example, they are in need of pre-school care for the sake of their emotional and intellectual development.

The number of immigrant children attending pre-school institutions has risen steeply since the home language reform came into force, and immigrant children also make up a large proportion of the children attending municipal family day nurseries.

Home language training in pre-school education is organized in a variety of ways depending on the number of language groups, personnel resources, the child population etc. Single-language sibling groups can be set up in municipalities with many immigrant children speaking the same language. Single-language nursery schools admitting children from the age of four can also be established if the client population is large enough. Immigrant children are integrated with Swedish groups and taught by travelling home language teachers in cases where the client population is small.

At present there are roughly 200 single-language groups, while home language training is being received by upwards of 7 700 immigrant children out of a total of 14 200.

The experience derived by the National Board of Health and Welfare from pre-school activities for immigrant children shows that these children must be helped from a very early stage to develop their own language. Children who receive help with their home language develop both that language and their command of Swedish faster than children who do not receive support with their home language. Children in surroundings where only Swedish is spoken very soon lose their home language, and this can have disastrous effects on their social and emotional development.

The linguistic and cultural identity of children must be respected even at pre-school level. In this way the foundations can then be laid of improved status for the home language, greater interest in the home language on the part of immigrant parents, and improved and wider opportunities of co-operation between pre-school institutions and compulsory school.

In the NBE's opinion, pre-school home language training should be expanded to include all age groups. Moreover, immigrant children who are not given places in pre-school institutions must be given other opportunities of receiving assistance with their home language. Increased co-operation between schools and child care institutions is also needed for the benefit of older children attending leisure centres.

The education of bilingual staff and Swedish staff and the development of pre-school material are vitally important in order for pre-school activities on behalf of immigrant children to get the children off to a good start in life.

## 6 COMPULSORY SCHOOL

The measures taken at pre-school level will affect the work of compulsory schools. The expansion of pre-school home language activities and the stage of linguistic development which many immigrant children consequently attain before starting school make heavy demands on the preparedness of compulsory schools to carry on where pre-school institutions have left off. Attention must therefore be paid to the situation of immigrant children proceeding from pre-school education to compulsory school, and at the same time special consideration must be shown to pupils who have not received a satisfactory amount of home language training at pre-school level. The situation of immigrant children should form a natural ingredient of the routines devised by municipal authorities for co-operation regarding the transition between pre-school education and compulsory school. Pre-school education should end with a period of diagnosis during which an assessment can be made of the way in which immigrant pupils are to be received when they start school.

### 6.1 Basic principles

Immigrant pupils are entitled to home language instruction. Home language instruction comprises home language lessons and study guidance in home languages.

Auxiliary Swedish lessons are compulsory for immigrant pupils judged to be in need of this type of support.

It is the duty of the municipality

- to carry out an annual inventory of the measures needed for the training/instruction of children and young persons with home languages other than Swedish,

- to publicize and offer home language training in pre-school education and home language instruction in compulsory school and upper secondary school,

- to arrange home language training and home language lessons and also home language study guidance and auxiliary Swedish lessons (Swedish as a foreign language) if necessary.

A municipality unable to arrange home language instruction or study guidance in the home language can be exempted from these duties by its county board of education (under the Education Ordinance).

It is for the municipality to decide

- how State grants are to be used and allocated - for example, by giving priority to certain grades, a certain level of school or a certain school management area,

- how the training instruction is to be organized,

- which home language trainers and teachers are to be engaged.

The question as to whether home language instruction should be compulsory for the pupil is dealt with at length in section 4.3, Home languages, which has been summarized in the form of a number of proposals aimed at widening and improving home language instruction in compulsory schools. The proposals are set out on pp 32-33.

## 6.2 Resources and planning

State grants are paid towards home language instruction and auxiliary Swedish lessons.

Home language instruction qualifies for a flat rate grant corresponding to 1.1 teacher ppw per participating pupil and school year. A county education committee may award a municipality an additional resource unit of up to 0.3 teacher ppw per pupil if there are special reasons for doing so.

Auxiliary Swedish lessons qualify for grants towards costs at a rate of not more than 4 ppw for each group of pupils. These teaching groups should be small and as homogeneous as possible in terms of age and proficiency in Swedish.

Provisions contained in the Budget proposals for 1978/79 recommend the amalgamation of the resource allocations for home language instruction and auxiliary instruction so as to facilitate greater flexibility and a reinforcement of support for the lower age groups. In a report on the subject (UBU 1978/79:29), however, the Standing Committee of the Riksdag on Education has requested that the Riksdag reject this proposal for the time being. The NBE also doubts whether the proposed amalgamation of resources would have the desired effect. The Budget proposals also include calculations of resource allocations for home language instruction in special schools.

It is important, for the sake of municipal planning, for practical needs to be inventoried early enough for a plan and a preliminary scheme of organization for immigrant instruction to be prepared well before the start of the school year. In the planning process, it is important to note that each pupil opting for home language lessons and/or home language study guidance entitles the municipality to a resource unit of at least 1.1 teacher ppw.

The resource allocations for home language instruction should be increased from 1.1 teacher ppw per pupil and school year to 1.5.

Matters concerning the organization and planning of immigrant instruction have been dealt with in material compiled in the spring of 1979.

## 6.3 Organization

The teaching of immigrant pupils should be organized in such a way as to promote their allround development. The manner in which instruction is to be organized is decided by the municipalities, but consultations should be held with the local immigrant organizations, with immigrant parents and with the pupils themselves. Parental viewpoints and the needs of the individual pupil should be placed in the forefront. There are four alternatives regarding the outward organization of immigrant instruction:

- an ordinary class, which the pupil leaves to attend home language instruction,

- a composite class, where the pupils receive a considerable proportion of their instruction in their home languages. In certain cases priority allocations can make it possible for all instruction to be given in the pupils' home language,

- a home language class, where in principle all instruction is given in the home language and various amounts of instruction in Swedish as a foreign language are also included,

- a preparatory class comprising one or more language groups, where lessons are taken in Swedish but where pupils can also be taught the home language and given study guidance in the home language.

In week 45 of 1978 there were 378 home language classes with a common home language other than Swedish, including 278 with finnish-speaking pupils. Twenty classes had pupils of Assyrian origin, 20 had pupils of Turkish origin, 17 had pupils of Spanish origin and 25 had pupils of Yugoslav origin. There were also a number of classes where English, Greek and Portuguese were the home languages. There were 163 composite classes.

In the spring of 1978 an estimated 7 750 pupils were being taught in single-language groups (home language classes and composite groups). Most pupils, however, attend ordinary classes where, according to statistical estimates, half of them have an average command of Swedish and do not attend auxiliary Swedish lessons. They are offered home language lessons and, in certain cases, home language study guidance. The timing of lessons has proved to be an impediment to participation in home language instruction. Several pupils and their parents decline the offer of home language lessons because as a rule this means cutting down on one or more other subjects. The number of pupils wishing to attend home language instruction would presumably rise if these lessons could be made to correspond with free periods etc.

The NBE feels that local conditions should be made to determine the organizational model selected. In a letter to the Government during the spring of 1979, the NBE requested permission to make such adjustments to time schedules as may be found necessary in home language classes.

Basic resource units can be applied to the establishment of home language classes.

In the planning material mentioned in 6.2, the NBE intends to describe various organizational models and at the same time discuss the question as to how the various models should be defined and named, so as to establish a uniform terminology.

There are many compulsory school pupils whose home languages are spoken by only a small number, which makes it hard to form homogeneous groups. Pupils in this position often represent languages, religions and other cultural backgrounds which are uncommon and strange to Swedish schools and Swedish society, and in some cases it can be hard to make adequate provision for their home language instruction requirements.

Swedish as a foreign language should be taught in all grades. When reading and writing are taught in the home language, Swedish is treated as an oral subject, and as such it helps the pupils to find their feet at school and in society at large. The time allotted for Swedish lessons should be gradually increased. The aim should be for pupils to be able, when they proceed to senior level, to follow regular lessons in Swedish while receiving auxiliary instruction in their home languages as and when the need arises. At the same time they can take home language lessons as an option or under the Education Ordinance.

If pupil takes home language as an optional subject, an optional subject resource allocation must be drawn on. The pupil also qualifies the municipality for a State grant towards its general allocation for home language instruction.

It is important to retain a great deal of liberty concerning the organization of immigrant instruction. Various possibilities and alternatives should be available so that the organizational structure can be adapted to local needs and circumstances. At the same time, various forms of organization should be continuously evalued so that experience can be disseminated and utilized in a broader context. The NBE should encourage local evaluation and should assist in the dissemination of information concerning various ways of organizing instruction.

### 6.4 Curricular questions

The present curriculum, Lgr 69, is accompanied by a supplement on the teaching of immigrant children and other categories. Additions and alterations to the general section of Lgr 69 with effect from 1978-07-01 have been made to include directions for

home language instruction and auxiliary instruction. The NBE draft curriculum also deals with immigrant instruction on a more integral basis than before, added to which a new home language syllabus will be adopted in the course of the curricular review now in progress, just as a special syllabus is now being compiled for Swedish as a foreign language.

Immigrant affairs must continue to be given ample scope in connection with future curricular reviews. All subjects are influenced by social developments. The content of all teaching must reflect the multi-cultural society, and it is particularly important for additional scope to be given to questions concerning attidudes, values and inter-group relations.

### 6.5 Summary of proposals

The following proposals should be drafted at once.

- More attention must be paid to the transition from pre-school to compulsory school. Pre-school education should end with a period of diagnosis.

- Study guidance in the home language and certain other instruction in the home language should be made compulsory for the individual pupil insofar as the school believes him to be in need of such instruction.

- It must be the duty of the school, if parents and pupil so require, to provide home language lessons for a pupil speaking a minority language as his home language or having a different cultural background.

- Home language lessons should remain voluntary.

- Measures must be taken to improve the teaching of Swedish as a foreign language. Proposals on this point have been outlined in section 4.4.

- Measures must be taken to improve the teaching of English. Proposals on this point have been outlined in section 4.5.

- Measures must be taken to prevent the choice of home language instruction in compulsory school from impinging on the opportunities of further study available to the pupil in upper secondary school.

- Measures must be taken to improve pupil welfare and SYO. Proposals on these points have been outlined in sections 4.6 and 4.8.

- Special attention must be paid to handicapped pupils. Proposals on this point have been outlined in section 4.7.

In the course of subsequent work,

- immigrant instruction must be continuously evaluated,

- greater scope must be given to immigrant affairs in the curriculum and in service material for various subjects.

## 7 UPPER SECONDARY SCHOOL

### 7.1 General

The proportion of immigrant pupils going on to upper secondary school is smaller than the corresponding proportion of Swedish pupils, and many of the immigrant pupils who do enter upper secondary school fail to complete their studies. Insufficient command of the Swedish language is probably the main reason for these dropouts. Some immigrant pupils are unable to follow what the teachers say, and they are also unable to grasp the abstract language frequently used in their textbooks. Dropouts or disinclination to go on to upper secondary school in the first place can, of course, also be due to other factors such as lack of educational tradition or motivation. The social situation of young immigrants is also important in this context. Youth unemployment is more widespread among immigrants than among Swedes. Young immigrants need vocational education and a good knowledge of Swedish in order to be able to assert themselves in the Swedish labour market. A group of young immigrants who have left compulsory school will be studied for two years as part of the NBE project "Immigrant children in school and in the labour market". This project will entail an investigation of the situation of compulsory school leavers, the way in which they enter the labour market and the incidence of unemployement among young immigrants compared with young Swedes.

There were more than 10 000 immigrant students attending upper secondary school in week 45 of 1978. Several measures have been taken in recent years with the aim of improving the situation of immigrant upper secondary school students. Special State grants have been awarded for auxiliary Swedish lessons and for home language lessons and home language study guidance, and experimental schemes have been introduced involving basic vocational courses for immigrant students, introductory courses and supplementary summer courses, a modified two-year social line, and Finnish classes at upper secondary schools in Stockholm.

### 7.2 Resources

Home language lessons and home language study guidance in upper secondary school qualify for State grants at a rate of 0.75 teacher ppw per participating student and school year. The NBE proposes that the resource allocation for home language instruction should be successively raised to 1.5 teacher ppw per student and school year.

Auxiliary Swedish lessons receive a certain annual allocation (Skr 5m. for 1978/79) which the NBE distributes between the municipalities in response to applications received. In its budget estimates for the fiscal year 1979/80, the NBE requested that the allocation be kept at Skr 5m. and that municipalities should be able to draw on it at a flat rate of one teacher ppw per student receiving auxiliary instruction. These demands should be reiterated.

Immigrant students can also share the auxiliary resources at the disposal of municipal authorities for the benefit of all upper secondary students.

### 7.3 Service material, syllabi etc.

During the spring of 1978 the NBE produced a corpus of service material entitled "Pupils with a home language other than Swedish or with a non-Swedish cultural background" which is intended to help and support local education authorities and upper secondary school staff in their work with immigrant students. This service material includes a section on immigrant affairs.

Inadequate knowledge of Swedish often causes immigrant students difficulty in upper secondary school. It is not uncommon for immigrants who have done well at compulsory school to get into difficulties at upper secondary school for language reasons. It is important for immigrant students to become aware of their linguistic shortcomings and to be given all possible assistance to overcome their difficulties by means of auxiliary instruction, introductory courses and summer courses and other available amenities, e.g. study circles and folk high school courses. To facilitate the planning of Swedish lessons, the NBE has appointed a study group to draw up instructions concerning the teaching of Swedish as a foreign language on introductory courses and summer courses and also concerning auxiliary Swedish lessons. This work should be completed before the end of 1979.

Work has also begun at the NBE on the design of a syllabus and plan of studies for home languages, together with service material for various languages.

An evaluation has been undertaken of introductory courses and summer courses, and proposed changes will be considered on this basis. During the current year, the NBE has also made an inventory of further measures needed to improve the situation of immigrant students in upper secondary school.

### 7.4 Partnership and contacts

A very important part of the work done by upper secondary schools in pursuit of the goals defined for immigrant and minority policy is concerned with conditioning attitudes and values. Prejudice must be openly debated and actively processed. It may concern Swedish attitudes towards immigrants and vice versa, but it may also concern relations between different immigrant groups. Upper secondary school students and staff must be given the opportunity to penetrate these questions and thus achieve greater active preparedness for conflicts.

School staff should be given the opportunity of raising questions of this kind, for example, at staff conferences, on study days and at weekend courses. Students should be given the opportunity of discussing these questions on many different occasions, e.g. reserve periods, concentrated or feature study days and feature weeks, exhibitions, student programmes, film shows, discussions etc.

Topics of this kind can form a natural part of subject studies, and it is an advantage if this can be done on a basis of collaboration between different subjects. In the course of such studies, immigrant students should be enable to present their own viewpoints and experiences from their countries of origin and from Sweden. These studies can be given the form of assignments or projects, and they can very well be undertaken by groups using topical material and internally produced questionnaires or interviews. The winding up phase should include group discussions.

The NBE intends to compile study material based on the service material entitled "Pupils with a home language other than Swedish or with a non-Swedish cultural background" and on the section of the NBE guide to teaching on interpersonal relationships which deals with interpersonal relationships and certain ethnic and national minorities.

The NBE also intends to incorporate the overriding aims of immigrant and minority policy in the general goals and guidelines for upper secondary school and in syllabi and directions for the subjects concerned. The Board also plans to add special items concerning immigrant affairs in the syllabi for certain subjects.

Opportunities of contact between Swedish and immigrant students should be improved. An action plan should be drawn up by the NBE in consultation with the national student organizations, the immigrant organizations and other bodies.

Traditional class instruction can sometimes impede the utilization of immigrant pupils' potentialities and provision for their varying needs. As alternative working methods are tested and developed in upper secondary school, this should among other things serve to stimulate mutual contacts between immigrant students and Swedish students while at the same time helping to counteract the isolation of the former.

Alternative working methods often require changes of physical planning and facility utilization compared with ordinary class instruction. The requirements entailed by immigrant instruction in terms of facilities must be kept continuously under review.

Information concerning various opportunities of receiving instruction in Swedish as a foreign language is an important form of partnership. Opportunities of co-ordination at municipal level regarding the teaching of Swedish as a foreign language need to be investigated by means of a joint project undertaken together with the relevant authorities and organizations.

### 7.5 Organization

In view of the overriding objectives of Swedish immigrant and minority policy and the importance of schools promoting active bilingualism, the provisions of the Education Ordinance should

be framed in such a way as to improve opportunities of home language study in upper secondary school.

Current regulations provide that a reduced course of studies cannot be granted until grade 2 in the case of students taking three or four-year lines and some of the two-year lines. A reduced course of studies can be one means of assisting an immigrant student who is having difficulty with his studies, and these difficulties can very well arise while the student is still in grade 1.

Immigrant students knowing little or insufficient English should be enabled to apply freely for admission to all lines of upper secondary school notwithstanding the English qualifications demanded. At the same time they should be given the opportunity of taking English as their second or third foreign language in upper secondary school if they so desire. Immigrants are already in a position to avoid difficulties in connection with English studies in upper secondary school, since they are free to take home language instruction instead.

There are many upper secondary schools where the school management is already devoting considerable work input to such matters as the organization and planning of home language instruction and auxiliary instruction for immigrant students. It ought therefore to be made possible for allocation indexes regarding upper secondary school immigrant instruction to be computed on a basis resembling that applied in compulsory school.

### 7.6 Bilingualism in education

Upper secondary schools should make more use of the bilingualism existing among their students. The introduction of special variants and courses for bilingual students should be made possible to this end. Students will be able to make use of their bilingualism in courses of this kind. Here are a few examples.

- In the arts line, it should be possible to introduce a preparatory course of interpreter training.

- In the economics line, students should be able to study Finnish, Greek and Arabic business correspondence and also pursue the relevant legal studies; the same should also be possible regarding other languages.

- Students taking the nursing line should be offered a course for medical interpreters, resembling the training which already exists for escort interpreters. It should be possible for similar variants relating to social welfare, labour market and workplace interpreting to be integrated with appropriate courses of upper secondary school studies.

- "Vocational terminology courses" in home languages should be arranged as part of specialized courses and courses of vocational education. The NBE ought to be able to establish co-operation with the emigration countries in this field.

Bilingual persons should be able to gain admission to certain educational routes on a quota basis, with or without an increase in the number of student places for the various routes concerned.

The transition from compulsory school to upper secondary school should be prepared for and facilitated in various ways.

## 7.7 Summary of proposals

The following proposals should be acted on at once.

- Home language study opportunities should be improved by the following means.

(a) Students from different grades and study routes should be enabled to pursue home language studies on a joint basis.
(b) Students should be entitled to opt for voluntary home language instruction (augmented course of studies), and this possibility should already be open to them in grade 1.
(c) Home languages should also be made available in the form of a voluntary subject for which no marks are awarded.

- Immigrant students should be entitled to reduced courses of studies while they are still in grade 1.

- The stipulation of English for admission to certain lines of upper secondary school should be dispensed with in the case of certain immigrant students.

- Language alternatives in upper secondary school should be made to include English as third foreign language.

- Special measures should be taken to increase the rate of bilingual students in certain routes of study.

- An inventory must be made of the need for bilingual training for shorthanded occupations.

- Wider co-operation is needed between upper secondary school and the senior level of compulsory school.

The following measures should be taken on a somewhat more long-term and gradual basis.

- Immigrant affairs must be given more scope in the general goals and guidelines of upper secondary school and in various syllabi.

- The syllabi for certain courses of studies should be made subject to modification in order to include a compulsory portion of home language lessons.

- Allocation indexes must be calculated with reference to work in connection with immigrant instruction in upper secondary schools.

- Certain courses adapted for bilingual students can be introduced, e.g.

(a) preparatory interpreter training in the arts line

(b) Finnish, Greek etc. commercial correspondence and legal studies within the economics line

(c) preparatory escort interpreter training within the nursing line

(d) "Vocational terminology courses" in home languages as part of specialized courses and vocational training.

- An investigation should be made of the possibility of co-ordinating, at municipal level, the teaching of Swedish as a foreign language in upper secondary school and under the aegis of other educational bodies.

Immigrant pupils should be given the possibility of visiting the upper secondary school as part of the practical vocational orientation in the senior level of compulsory school.

- Immigrant parents should be given the opportunity of visiting upper sencondary schools to see how they work.

## 8 ADULT EDUCATION

Adult education in its various forms has attracted a rising proportion of immigrants in recent years. Since immigrants tend on average to have jobs which are worse paid, involve worse conditions and are more subject to cyclic fluctuations than those held by the rest of the population, they are more exposed to the risk of unemployment. Consequently many immigrants have come within the scope of such employment measures as labour market training (AMU), and at present immigrants constitute more than 30 per cent of AMU trainees. The high level of general education and vocational training demanded by the labour market has also led to an increasing demand for municipal adult education (KOMVUX). But folk high schools and the adult education associations have also been making increasing efforts to give immigrants the opportunity of participating in studies, education and cultural activities.

Minor surveys have been made of the educational situation of immigrants, but there is no integral and comprehensive survey of their educational backgrounds, needs and impediments. A survey of this kind should be undertaken without delay so as to provide a foundation for the planning of measures designed to give immigrants educational opportunities genuinely corresponding to those of the majority population. The survey should be undertaken in collaboration with the immigrant organizations.

Several Government Commissions are at present investigating matters with a bearing on the educational conditions of immigrants. They include, for example, the Popular Education commission, the KOMVUX Commission and the Swedish Language Teaching Commission. One of the tasks of the last mentioned body is to make proposals concerning the sponsorship of basic Swedish language instruction for immigrants. The NBE feels that this is a question demanding a rapid solution.

### 8.1 The adult education associations

#### 8.1.1 Swedish language teaching etc.

The adult education associations have had long and variegated experience of educational work among immigrants, above all through the State-financed experimental teaching of Swedish and social studies which they have been conducting since the fiscal year 1965/66. During 1977/78 a total of 18 900 study circles (involving 952 000 teaching hours) were arranged and attracted 185 000 participants. About 30 per cent of these activities involve statutory instruction.

Immigrants need to know Swedish and be familiar with social conditions in this country in order to cope properly in the community generally, at work and during their leisure. Without a knowledge of the Swedish language they have no chance of influencing decisions regarding their own situation or of playing an active part in social affairs and cultural life. Measures designed to improve opportunities for immigrants to attend Swedish language lessons and courses of social studies have therefore occupied a prominent place in immigrant policy ever since the mid-sixties.

In addition to study circles in Swedish and social studies, the experimental scheme of Swedish lessons for immigrants includes experimental specialized study circles in civics, needlework and cooking etc., folk high school courses of Swedish and social studies, and activation measures for immigrant home-makers. Despite the efforts that have been made to develop methods of reaching larger numbers of immigrants, there are many who are unable to attend Swedish lessons.

The NBE, acting on instructions received from the Government, is currently engaged in a comprehensive evaluation of all the various types of activity which have been conducted in the course of the experimental scheme.

This evaluation is proceeding by two stages. Stage I. during the fiscal year 1977/78, entailed an administrative and organizational evaluation, forming the subject of a sub-report to the Government in September 1978. The sub-report contained the following proposals concerning alterations and improvements.

- The abolition of restrictions on the number of periods.

- Swedish language study circles for immigrants to be equated with general study circles regarding the initial number of participants.

- The abolition of stipulations concerning curricula.

- The approval of study materials by the adult education associations themselves.

Evaluation during stage II - the fiscal year 1978/79 - is focussing on the planning, content and social effects of teaching. The evaluation should then be concluded in the spring of 1979. The conditions applying to the inquiry have been changed as a result of the appointment of the parliamentary committee which is to review all forms of basic Swedish language instruction for immigrants. The establishment of Swedish language instruction on a permanent footing - originally intended as one of the results of the NBE evaluation - has been deferred.

The parliamentary committee's terms of reference state that among other things it is to consider the sponsorship of basic Swedish language instruction and put forward an integral programme for future Swedish language instruction. The terms of reference also state that the committee is to consult the NBE in the course of its deliberations. The committee will start work in the spring of 1979.

Pending a more permanent solution of the question of Swedish language instruction for immigrants, the NBE feels that there is an urgent need for such improvements to the current experimental scheme as are judged essential in order for immigrants to be assured of good opportunities of participating in study circles in Swedish and social studies. The proposals put forward at the end of stage I of the evaluation are demands which

will be reiterated and should be acted on. Among other things they provide for wider opportunities for full-time housewives to attend study circles. The ability of immigrant women to participate in study circle activities hinges on child supervision amenities and other social benefits for students. The NBE maintains that these matters demand prompt solution.

The following proposals should be acted on at once.

- An increased State grant per hour towards study materials.

- An increased State grant per hour towards local and central administration.

- An increased State grant towards the cost of services by experts and interpreters.

- An increased State grant towards activation measures for immigrant home-makers.

- An increased allocation of teaching hours for study circles in special forms of social education, including needlework, cooking etc.

Continuous efforts must be made to devise better methods and routines for the teaching of Swedish to immigrants. Improved study assistance is urgently necessary in order to enable all immigrants to study Swedish on equal terms.

8.1.2 General study circles

Swedish language study circles have brought large groups of immigrants into contact with Swedish popular education. The study circle as such is amenable to flexibility and experimentation. During the past few years, several immigrant organizations have established co-operation with adult education associations, with the result that many of the latter have established quite a considerable volume of activities in immigrant languages. This has concerned a variety of subjects, e.g. languages, association activities and social and aestetical subjects. Study material and syllabi for study circles in aesthetical subjects were drafted by the NBE and the Confederation of Adult Education Associations in a joint R&D project between 1975/76 and 1977/78. The Confederation has written to the NBE requesting funds for the further development of study materials and for the training of bilingual study circle leaders.

Activities conducted in immigrant languages demand a heavy input of resources. New study materials have to be produced, imported and/or translated. Special activation and information measures are needed. The NBE therefore feels that there is justification for special grants towards the extra expenditure thus incurred by the adult education associations in connection with activities on behalf of immigrants, and a special Government grant should be requested to enable the adult education associations to develop and improve their general study activities on behalf of immigrants. The R&D project entitled "Adult immigrants and popular education", commencing the fiscal year 1979/80, will

help to show how study circle education opportunities for immigrants can be jointly improved by adult education associations and immigrant organizations. This project will furnish guidance on questions of method and will serve to indicate the preparedness and the resources which are needed in order to reinforce opportunities for immigrants in the context of popular education.

### 8.1.3 Home language study circles

A special supplementary State grant has been payable, since the fiscal year 1975/76, towards home language study circles for immigrants and other minorities. The purpose of these circles is to give adult immigrants an opportunity of retaining and developing their native languages and of keeping in touch with their native culture and tradition. Home language study circle activities can also lead to greater understanding on the part of immigrant parents concerning the importance of children being enabled to learn their native language and becoming part of a cultural community. A good knowledge of the home language also facilitates the learning of Swedish.

Home language study circles have only been established on a limited scale. During 1977/78, activities of this kind totalled roughly 350 study circles with a total input of about 14 000 study hours and with about 2 700 participants. In a questionnaire study during the spring of 1978, the adult education associations presented their experiences and viewpoints concerning home language study circles. There are many problems involved, regarding study materials, circle leaders, information and activation measures. The NBE has found an urgent need for special efforts in support of home language study circles and has proposed in its budget estimates for 1980/81 that the adult education associations be awarded a special State grant towards the development of materials and the training of study circle leaders.

One of the important tasks of adult education is to follow up the efforts made in youth education. Pupils in the youth education sector who study their home language must be given opportunities of continuing to do so after they leave school. Bilingual employees need to keep continuously in touch with the development of their own language. During the next few years, great attention should be paid to the methods, content and planning of home language instruction for adults.

The tasks of the adult education associations cannot be confined to educational and cultural activities for and among immigrants. The adult education associations have become increasingly involved in work to counteract prejudice and to enhance mutual understanding between Swedes and immigrants. The conditioning and transformation of attitudes is a long-term task in which the efforts of the adult education associations must be supported by the Government and Riksdag.

The NBE supports the demand for a special grant towards the activities of the adult education associations on behalf of immigrants. This grant must be applicable, for example, to methods; materials and study circle leader training concerning

the teaching of home languages and other instruction in home languages, and also for the development of opinion formation work in study circles. Work of this kind should be done in collaboration with immigrant organizations and other associations and mass movements. Co-operation should not least be established with schools. Measures in this field should be augmented and developed further in future years.

### 8.1.4 Escort interpreter training

The training of escort interpreters is a new and vital task for the edult education associations and other bodies. Whereas it was formerly arranged by the NBE in the form of central courses, this training has now been organized by adult education associations and folk high schools since the fiscal year 1977/78. In addition to the regular grants towards study circles and folk high school courses, a special State grant is paid to the organizations sponsoring this training. The courses cover five main fields: social welfare, medical services, the labour market, workplaces and law. The NBE is responsible for assessments to long-term training requirements, and it is also responsible for defining the general objectives, issuing directions, compiling advisory syllabi and basic material and supplying information on training opportunities. The training has been planned to continue for four years in order to cater for the training needs of practising interpreters. It has failed to achieve the intended scope during the first year, due mainly to problems concerning social benefits for the trainees. Problems concerning social benefits for students, the development of study materials and the training of circle leaders are matters of prime importance to be considered during the next few fiscal years.

Demand for escort interpreters and, consequently, demand for escort interpreter training are dependent on several factors, e.g. the structure and scale of immigration, the readiness with which interpreters are engaged, and the conditions of service of the interpreters themselves.

It is to be expected that the need for interpreter services will remain throughout the foreseeable future. Every year there is a relatively heavy influx of new immigrants from the other Nordic countries, especially Finland. New immigrant groups such as Assyrians and Vietnamese place new demands on interpreter services and on educational amenities.

During 1979 the National Immigration and Naturalization Board (SIV), the Board of Universities and Colleges (UHÄ), the Board of Commerce and the NBE are to distribute a questionnaire to Immigrant Service bureaux, district courts, police authorities and interpreters in order to obtain reliable figures concerning the employment participation rate of interpreters, the need for interpreters etc. at local level, together with documentation on which to base a more long-range assessment of the general need for interpreters.

### 8.1.4.1 Social benefits for trainees

At the time when it was decided to transfer responsibility for training activities to adult education associations and folk high schools, no special social benefits existed for trainee escort interpreters, and there were very few cases in which established forms of study assistance were applicable to this group. The Ordinances of 1978-06-29 (SÖ-FS 1978:165) and 1978-08-31 (SÖ-FS 1978:252) have partly solved this problem, and this year´s Budget proposals provide for further improvements.

Under these Ordinances, the training sponsors have to apply to the NBE for financial assistance, which is payable on completion of the training. This arrangement imposes on the NBE an additional work load which was not provided for in determinations of the Board´s personnell strength. The possibility should be considered of transferring these tasks to other authorities.

### 8.1.4.2 The volume of training

As mentioned earlier, the volume of training is limited by the Ordinance to 1 800 interpreters and 180 study hours per annum. At full capacity this will cause difficulties, because training in each principal area comprises 90 hours and relatively few interpreters feel able to train for more than one field per year. Capacity ought instead to be gauged so that 3 600 training places at 90 study hours each can be provided every year. This will not imply any augmentation of the total volume of training, but it will greatly simplify the administration of the activities.

### 8.1.4.3 Other matters

The training of escort interpreters was transferred to adult education associations and folk high schools as from 1st July 1977. SIV, the Immigrant Service bureaux, the interpreters´ associations and other bodies have criticized the fact that this training consequently has not been classifiable as vocational training. The critics feel that incorporation within the municipal adult education scheme or the labour market training scheme would have done more to enhance the status of escort interpreters as a professional group and the status of their training as vocational training.

The training of escort interpreters should be evaluated preparatory to an assessment of the measures required to cater for the demand for interpreters on a more long-range basis. In the short term, an evaluation should be capable of generating proposals concerning improvements to the present organization of escort interpreter training. In the more long-term context it should also be possible to discuss the question of sponsorship.

### 8.1.5 Summary of proposals

The following proposals should be acted on <u>at once</u>

- Measures to improve the experimental teaching of Swedish etc.

to immigrants (increased State grants and certain amendments to the rules governing the award of grants).

- Increased activation and information of taking part in study circles.

- Support for the development of study materials and the training of leaders for home language study circles and other circle activities in home languages.

- Support for study circle activities to counteract prejudice and enhance mutual understanding between immigrants and Swedes.

- Administrative concessions regarding the training of escort interpreters.

In the more long-range context, measures introduced as per the above will have to be developed further. The following steps will also have to be taken eventually.

- An evaluation of escort interpreter training and a discussion of the sponsorship question.

8.2 Folk high school

The folk high school population has long included non-Swedish students, comprising refugees, other immigrants and visiting students.

Not being tied to a fixed curriculum, folk high school studies can be naturally geared to the varying backgrounds and circumstances of the students. This provides a favourable point of departure for all immigrant instruction. Work relating to attitudes, values and group relations comes equally naturally as a result of residential facilities and the small community established at each folk high school.

The international element has provided folk high schools with valuable experience and impulses, partly because immigrants have often constituted a resource for the studies in hand. Initiatives of this kind must be developed further.

The folk high schools have long been involved in the teaching of Swedish and social studies to immigrants, both in special courses and through the integration of immigrant students in general courses, but also as a result of folk high school teachers leading study circles organized by the adult education associations and participating in the training of study circle leaders.

The folk high schools have also been drawn on for special educational purposes connected with immigration, e.g. escort interpreter training.

Many folk high school groups have chosen to study immigrant affairs, partly in project form. In several cases the results of such studies have been presented to the general public in

the locality, and discussions concerning local immigrant affairs have been held together with local politicians and authorities. Together with the adult education associations, the folk high schools should be able to play an important part in disseminating information and forming opinion on the subject of immigrant affairs.

The R&D project "Adult immigrants and popular education", starting in the fiscal year 1979/80, may include experiments to this end.

### 8.2.1 Courses of Swedish and social studies

Special courses of Swedish and social studies lasting between two and four weeks have since 1968 been held at folk high schools as part of the experimental scheme for the teaching of Swedish and other subjects to immigrants. The award of a special State grant for these courses has made it possible to keep the participants' fees low. Added to this, the grant has covered the cost of child supervision arrangements, the salaries of course management and other overheads.

A comprehensiv evaluation was undertaken in the summer of 1977 by means of questionnaires addressed to course management, teachers and participants.

This evaluation was part of the wider evaluation which the NBE is now conducting on behalf of the Government and which covers the entire experimental field of Swedish language lessons for immigrants. In a report to the Government (1978-09-11), the NBE maintained that there was cause for retaining the possibility of awarding special funds for the arrangement of folk high school courses for immigrants. But it is also important to extend and broaden immigrant educational opportunities within the general folk high school framework. The Swedish language courses, at the same time as they have been well received by folk high schools and participants alike, have shown that redoubled efforts are needed in order to reach the right target groups, i.e. primarily those immigrants who have the greatest difficulty in availing themselves of the amenities of the regular education system. This means that activation measures should be reinforced. This can be done, for example, by means of co-operation with the adult education associations, which can draw on special funds for activation measures among immigrants. In addition to Swedish language teaching and social studies, consideration should be given to the possibility of offering a variegated range of subjects which immigrants themselves have helped to determine. These subjects may, for example include the culture, languages and music of the immigrants' countries of origin. Close co-operation is required with the immigrant organizations in order for such arrangements to be feasible. The immigrant organizations can help to recruit teachers and investigate the situation regarding materials, and they can also assist in connection with information and activation measures.

The NBE wishes to emphasize here that the proposals contained

in the report should be acted on. Briefly, these proposals are as follows.

- State grants should continue to be payable towards special folk high school courses for immigrants.

- Courses should be expanded to include other subjects besides Swedish and social studies, e.g. home languages.

- Greater efforts must be made to inform immigrants of other educational opportunities at folk high school and to eliminate impediments to educational activity.

- Existing co-operation with the immigrant organizations must be widened.

- Special financial support must be made available for teacher in-service training and the development of materials.

### 8.2.2 Instruction in home languages

Instruction in home languages has been organized by a number of folk high schools, the most prominent instance being the Finnish Folk High School established in Haparanda in 1973. Opportunities for immigrants to study at folk high school in their native languages must be expanded in terms of the number of languages catered for, the number of student places and the number of schools, especially in those parts of the country which have large immigrant populations. Among other things, activities of this kind demand teachers with an adequate knowledge of languages. There is a certain unutilized reserve of linguistic ability among the existing corps of folk high school teachers, but most of the demand will have to be met by recruiting new teachers, which in turn means that persons with immigrant backgrounds will have to be given teacher training or teachers from the immigrants' native countries will have to be engaged as visiting lecturers for longer or shorter periods after a certain measure of subsequent training. Attention should also be drawn to the possibility of serving folk high school teachers being given further training in languages.

The arrangement of instruction in home languages makes education available to new groups of immigrants and opens the way to a type of education corresponding to the needs occasioned both by continued residence in Sweden and by the possibility of re-emigration. This is particularly important as regards young immigrants, who are often insufficiently versed both in Swedish and in their own languages.

The learning of Swedish should also benefit from the possibility of using the native language as a teaching language and as a basis on which to compare the two languages and tackle the difficulties which Swedish involves for a particular language group. A similar argument is very much applicable to the teaching of English, where the immigrant pupil who is taught on an "integrated" basis in a predominantly Swedish group is faced with an exacting trilingual situation and cannot get to grips with his own specific difficulties in the same way.

The establishment of study sections using home languages as teaching languages will also make it possible for certain folk high schools to become cultural centres for particular immigrant groups in their various regions in other respects as well and at the same time to provide a liaison and information centre for Swedes with special interests. The necessary co-operation with the immigrant organizations, as well as teacher supply, will also be simplified if the individual school can concentrate on one particular language group.

Even if studies cannot be conducted in their home language, efforts should be made to enable the participants to use study material in that language. In this way they can become "living resources" in the group through their ability to supply facts and viewpoints which are not available to persons who do not know the language.

The teaching of the home language itself is also an important task for folk high schools, and they have also given Swedish participants lessons in immigrant languages.

Increased efforts in the direction described here will require local initiatives from the folk high schools. The NBE intends to support efforts of this kind, partly through the measures mentioned in 8.2.3.

### 8.2.3 Development work

In a questionnaire survey in 1978, about a quarter of all folk high schools in Sweden expressed interest in taking part in R&D concerning immigrant-oriented folk high school activities. At the same time great emphasis was placed on the need of in-service training for teachers and on the importance of opportunities of close discussion together with representatives of immigrant organizations and other bodies.

The folk high schools should be excellently placed to cater for varying needs within the context of immigrant education, and it is essential that this potential be utilized and that folk high schools be given support for the necessary development work. It is also essential to make sure that the regulations governing grants to folk high schools are framed in such a way that they will not prevent interested and suitable schools from broadening their immigrant-oriented activities. This applies particularly to cases where activities require new teaching staff with special linguistic qualifications.

The development of immigrant activities at folk high schools raises a variety of questions concerning resources. A greater element of bilingual education demands teachers with a knowledge of two languages. New teaching materials may have to be produced, translated or imported. Immigrant affairs already form part of all courses of teacher training, but the subject needs to be broadened. Activation measures and child supervision amenities have often been referred to as a necessary prerequisite for the recruitment of immigrant home-makers for folk high school studies.

Developments in the folk high school sector urgently require the following.

- The compilation of service material for immigrant education at folk high schools.

- The expansion of experimental activities concerning immigrant instruction at folk high schools.

- A review of the system of State grants with the aim of facilitating immigrant participation in folk high school courses.

The NBE should also

- take steps to improve the basic and in-service training of all teacher categories and other folk high school staff.

## 8.3 Basic education for adults (GRUNDVUX)

The municipalities have been responsible since the fiscal year 1977/78 for arranging basic education for persons with little or no knowledge of reading, writing and mathematics. Adult immigrants (i.e. immigrants over 16) who cannot read and write in their home language or whose previous schooling has equalled not more than four years' effective schooling in Sweden are entitled to participate. In many municipalities, basic education has been established in conjunction with municipal adult education (KOMVUX).

In the spring of 1978 there were about 2 700 persons taking part in basic education for adults (GRUNDVUX). Most of them - about 83 per cent - were immigrants. About 40 per cent of the participants lived in the County of Stockholm. Two-thirds of the participants were women, most of them from Turkey and Greece. Half the participants had received four years' schooling or less in their native countries, and half the Assyrian and Kurdish participants had had no schooling at all.

These data come from a survey conducted by the NBE in the spring of 1978 and comprising a nationwide collection of statistics together with questionnaires addressed to selected municipalities. The questionnaires were completed by chief education officers, headmasters, teachers and course participants.

GRUNDVUX was introduced on 1st July 1977 following proposals put forward by the Alfavux Commission at the NBE. The ordinance concerning Basic Education for Adults makes it the duty of municipal authorities to arrange and publicize basic education, and this caused a steep rise in the number of GRUNDVUX participants. The hourly compensation payments introduced on 1st July 1976 were another powerful influence in the same direction.

The information drive conducted by the NBE on radio and television in the autumn of 1978 greatly influenced recruitment, immigrants comprising the bulk of the resultant increase. This heavy expansion has caused problems in certain municipalties, because the authorities have not been able to keep pace with demand.

In the following section, the problems reported will be outlined and proposals will be put forward concerning the action to be taken.

8.3.1 Staff

GRUNDVUX is a very difficult form of education to administer, and the scope which it has accquired during the past year has extensively affected the situation of school management. The NBE is therefore gratified to note the inclusion in this year's Budget proposals of scoring system for school management resource allocations for GRUNDVUX, to be introduced with effect from the fiscal year 1979/80.

Basic education for adult does not carry any permanent teaching appointments. Part of the Ordinance reads as follows: "Basic education teaching is included in teaching appointments at municipal compulsory schools or in category 16-18 teaching appointments in the municipality under the Teaching Appointments Ordinance". Categories of the last mentioned categories may perform one-third of their teaching duties in GRUNDVUX. The same applies to category 16-19 compulsory school teachers. Teachers may also be employed by the hour.

As a result of these regulations junior and intermediate level teachers and special teachers are the only categories whose entire duties can take the form of a non-permanent GRUNDVUX teaching appointment.

Many teachers have not received any teacher training. There are many reasons for this. It has been hard to recruit trained teachers during the short time for which GRUNDVUX has existed, and persons have therefore been recruited who have had different backgrounds and different experience, e.g. experience of teaching Swedish to immigrants in compulsory schools or under the aegis of adult education associations. These teachers have now been serving for a number of years and have often done very good work. Various teacher categories have in recent years become a great deal more interested in GRUNDVUX service, and some municipalities are now having difficulty in retaining all the "unqualified" teachers with their long experience of this type of teaching, because priority has to be given to "qualified" applicants.

GRUNDVUX teaching differs a great deal from compulsory school teaching, even though the level of learning is the same. The participants differ so widely in terms of background and other circumstances that it is questionable whether the training undergone by junior and intermediate level teachers really fits them for GRUNDVUX service.

The Basic Education Ordinance entitles immigrants to be taught in their home languages. The follow-up survey revealed that eight per cent of the immigrant participants were being taught solely in their home languages while thirty per cent were being taught both in their home languages and in Swedish. The reason why home language instruction was not more widespread may be that there were not enough people available who were capable of teaching in home languages.

In order for literacy teaching in home languages to be made feasible, therefore, immigrants must be trained to teach their fellow countrymen. In addition, immigrants with teaching qualifications from their native countries should be given the opportunity of supplementing those qualifications with a view to GRUNDVUX service. Similarly, home language teachers should also be given supplementary training to qualify them for GRUNDVUX service.

GRUNDVUX requires a special form of teacher training, partly because existing forms of teacher training do not cover its needs and also in order to give special groups the possibility to supplement their previous training and thus qualify for GRUNDVUX service. This teacher training could possibly be combined with special training for persons teaching Swedish to immigrants.

In order to achieve a satisfactory solution of the staff question in GRUNDVUX, it will also be necessary to introduce permanent appointments of the same kind as for home language teachers (category 22). In municipal adult education, where permanent appointments were introduced in 1975 for the general sector and where it has been proposed to introduce permanent appointments for the vocational sector as from the fiscal year 1979/80, teachers are employed by their municipalities. A similar arrangement would be appropriate regarding GRUNDVUX.

### 8.3.2 Facilities

In the overwhelming majority of municipalities, basic education for adults is geared to municipal adult education. In some municipalities it also shares the same facilities as KOMVUX. There are several municipalities where teaching is done in other school premises or in other municipal buildings, and it is also common practice to rent flats for the purpose. Or again, lessons can sometimes take place in the teacher´s home or the pupil´s. The renting of premises, particularly of flats in housing areas has above all made it easier for immigrant women to commence studying. It is often very important to them for lessons to be held near their homes, especially if child supervision arrangements are made in the immediate vicinity.

The steep rise in the number of participants during the past year has also greatly increased the need for facilities. Several municipalities have reported that they are prevented by financial limitations from renting additional premises, with the result that participants have enrolled but have not been able to obtain places. Impediments of this kind must therefore be removed so that instruction can be given to more people.

It is the duty of municipal authorities to provide facilities for compulsory school and for upper secondary school, insofar as the latter exists within their boundaries. The same should apply to basic education for adults. In the allocation of the resources available within the municipality, premises should be distributed in such a way as to cater for the requirements of basic education as well. Where municipal adult education

is concerned, the NBE has proposed to the Government that rent subsidies be paid to municipalities arranging education for jobless youngsters. Rent subsidies ought similarly to be paid to municipal authorities to help cover the cost of GRUNDVUX facilities.

8.3.3 Child supervision

As mentioned earlier, immigrant women predominate among GRUNDVUX students. Very great educational needs exist among immigrant women, and child supervision arrangements are often necessary to enable them to attend classes.

A survey in the spring of 1978 showed that many muncipalities had up till then been able to make relatively satisfactory child supervision arrangements. Some municipal authorities reported, however, that they had not been able to solve this problem. By the autumn of 1978, many municipalities had reached the limit of their childminding potential, with the result that they were unable to admit women who had not made their own child supervision arrangements. Owing to lack of such arrangements, there is already a women's waiting list for GRUNDVUX.

The NBE feels that a special form of State assistance should be introduced to finance the child supervision expenditure of municipal authorities in connection with GRUNDVUX.

8.3.4 Hourly compensation

There is no maximum limit to the teaching time for basic education. Instruction is allowed to continue until the participants have achieved a command of reading, writing and mathematics corresponding to grade 6 of compulsory school.

Special hourly compensation for participation in GRUNDVUX has existed since 1st July 1976. Instructions concerning this compensation are issued by the Central Study Assistance Committe (CSN) and the current rate of compensation is Skr 25 per lesson attended for every participant over 20 years of age. Hourly compensation is paid for up to 1 120 teaching periods or, in special cases, for up to 2 200. For a full-time student this corresponds to about two years' studies. Several participants reached the maximum compensation limit last autumn, and many more will be doing so in the course of the year.

The survey in the spring of 1978 showed that roughly half the participants felt in need of at least another six terms' instruction. This included participants studying full time. The same survey also revealed that about half the immigrant participants were completely illiterate in their home languages when they started the course. For a person who is completely illiterate, two years is a very short time in which to attain the same level of literacy and numeracy as grade 6 of compulsory school.

Many immigrants, therefore probably reach the maximum limit for hourly compensation without the object of their instruction

having been achieved. Without hourly compensation, many of them are unable to attend classes, with the result that they drop out.

For the sake of future developments in GRUNDVUX, a closer investigation must be made to see which teaching strategy has the best results. It is conceivable that full-time instruction is not really advisable for persons who are completely illiterate when they embark on the course. Instruction extended over a longer period and involving fewer hours per day is perhaps preferable. Several questions of this kind remain to be investigated. In the case of participants not coming from Western Europe and not familiar with the Latin alphabet, there is probably cause for increasing the maximum hourly compensation period to upwards of 3 000 hours.

Furthermore, the rate of compensation should be raised to the same level as the training grant. The NBE is to hold consultations with CNS in order to devise a satisfactory solution to the problems connected with hourly compensation.

8.3.5 Further education opportunities for participants

The Alfavux Commission, to which reference has already been made, proposed in 1975 the introduction of a two-phases scheme of basic education. The legislation passed by the Riksdag, however, makes provision for phase I only.

The Ordinance provides that participants completing GRUNDVUX are to be offered suitable opportunities of further education. Experience so far in this connection has pointed to several difficulties. Although they have reached grade 6 standard, participants have had difficulty in coping with further studies.

Now that there will be more and more participants wanting to continue their education after GRUNDVUX, it is important that efforts be made to facilitate such progress. The main problems here concern participants applying for courses of education leading up to formal qualifications. In connection with the proposals put forward in 1977 regarding phased courses, the NBE recommended that participants be offered a "preparatory phase" in certain skill subjects. This recommendation deserves to be revived and augmented in the light of subsequent experience.

8.3.6 Access regulations

One of the problems of society today is that the number of functionally illiterate persons has risen appreciably. Many of the people concerned are immigrants who lack the functional literacy they require in order to assimilate vocational training and discharge important functions in their dealings with the rest of the community.

GRUNDVUX is open to persons whose level of literacy and numeracy does not exceed that of grade 4 of compulsory school, though instruction can be provided at a level higher than the limit for admissions, namely up to the level corresponding to grade 6. This presents problems to immigrants and Swedes who are on a

level corresponding to grades 5 and 6, because that it means that they are not eligible for GRUNDVUX even though they are functionally illiterate. The NBE recommends that the regulations be altered so that persons in this position can be admitted to GRUNDVUX.

### 8.3.7 Summary of proposals

The following proposals should be acted on at once, and the NBE has already requested monies for their implementation in a separate letter to the Government on 21st February 1979.

- Steps should be taken to make it easier for GRUNDVUX participants to continue their education.

- Special teacher training and permanent teaching appointments should be introduced for GRUNDVUX (Chap. 9).

- Access regulations should be amended so that persons whose initial qualifications correspond to the level of achievement in grades 5 and 6 can also be admitted to GRUNDVUX.

- A special grant should be awarded towards to cost of renting teaching premises.

- A special grant should be payable towards child supervision costs.

The following proposals should be implemented regarding subsequent developments.

- Hourly compensation should be raised and should be payable for up to 3 000 hours.

- Teaching materials must be developed (Chap. 10).

## 8.4 Municipal adult education (KOMVUX)

In the spring of 1978 the NBE carried out a survey aimed at charting the proportion of immigrants taking part in KOMVUX, identifying their problems in the teaching context and investigating the immigrant education requirements existing in this sector. At the same time the NBE, acting in collaboration with the Stockholm local education authority, made a special study of the courses which had been arranged in Stockholm with Finnish as the teaching language. These courses are being conducted on an experimental basis, and during the school year 1977/78 they comprised ten compulsory school courses and ten upper secondary school courses. The number of courses at compulsory school level has been raised to 20 for the school year 1978/79.

Many of the participants in municipal adult education are immigrants, the total immigrant contingent having been estimated at almost 15 per cent. The past few years have seen a steep rise in the proportion of immigrants going in for KOMVUX. Roughly

half the immigrant KOMVUX students take compulsory school courses, and immigrants make up about 30 per cent of all KOMVUX students taking Swedish. The remainder of the immigrant KOMVUX population take upper secondary school courses, primarily in the three and four-year lines.

The immigrants taking the courses investigated represented more than sixty different nationalities. Just over a third had received previous schooling equalling at most the nine-year Swedish compulsory school, while the remainder had attended upper secondary school or even studied at post-secondary level.

There were about 170 students taking the courses for Finnish-speaking persons. Their average age was 27 and most of them were women. Three-quarters of the participants at compulsory school level were under-educated. More than half of them had studied previously in Sweden, which in most cases meant that they had been on a course of Swedish for immigrants. Most of the participants had for a long time been planning to go in for KOMVUX but had been deterred by language difficulties. The use of Finnish as a teaching language made it possible for them to begin studying.

Headmasters and teachers taking part in the nationwide survey reported that immigrants had great difficulty in keeping up with lessons in KOMVUX, mainly because they did not know enough Swedish. Immigrants had a great number of problems, demanding extra measures, especially at the beginning of the course. The survey showed a great need for better knowledge of Swedish. Many respondents recommended a Swedish language course to fill the gap between Swedish for immigrants and the only Swedish course existing in KOMVUX, namely the senior level course. The survey also revealed a need for instruction in the immigrants' home languages, and desires were expressed to the effect that all lessons should be taken in home languages.

A similar survey needs to be conducted in order to chart the educational situation of immigrants taking vocational KOMVUX courses, to investigate the extent to which immigrants participate in vocational education and to shed light on various problems involved by their educational situation.

### 8.4.1 "The gap"

The aim of municipal adult education (KOMVUX) is to bring participants up to a standard of proficiency and eligibility corresponding to that achieved by young persons at the senior level of compulsory school and in upper secondary school. To this end, widespread measures of assistance are needed on behalf of immigrants with an inadequate knowledge of Swedish. It is clear that the great majority of immigrants are prevented by their inadequate command of Swedish from acquiring a more comprehensive and formal education during adulthood. KOMVUX today does not have the resources to offset this handicap.

An introductory course of Swedish as a foreign language is therefore needed to bridge the gap between basic Swedish language instruction for immigrants, which is mainly provided by the adult education associations and on AMU courses, and grade 7 of compulsory school in KOMVUX (phase 1). In 1977 the NBE proposed a basic phase of this kind in connection with development work in the KOMVUX sector aimed at establishing a single, phased course for each subject. The possibilities of arranging such a course should be re-investigated.

The basic phase of the Swedish course should be designed to cater for different groups requiring introductory and bridging courses of different kinds.

### 8.4.2 Instruction in home languages

Commenting on the Finnish-speaking KOMVUX courses in Stockholm, Hallstahammar, Västerås and Trelleborg, the NBE has underlined the importance of providing adult immigrants with better opportunities of taking part in formal education. Particular stress had been laid on the importance of taking the needs of under-educated immigrants into consideration in the educational planning context.

The aim of Finnish-speaking instruction should be to prepare immigrants for further education in Swedish. It is therefore important for Swedish to be introduced as a teaching language parallel to the students' growing command of the language. This bid to establish active bilingualism demands additional resources for Swedish language teaching and more systematic planning of studies. Teaching should be conducted in the home language to begin with, but as time goes on it should be increasingly conducted in Swedish.

The formal education provided at upper secondary level within the KOMVUX system in Stockholm has revealed problems concerning the status of Swedish and Finnish in the teaching context. There is therefore reason for KOMVUX to include a special course of Swedish as a foreign language which will also confer general eligibility for post-secondary studies. Within KOMVUX, this eligibility can be achieved within the basic phase of Swedish mentioned above.

There is also justification for limited trials of instruction in other major immigrant languages besides Finnish. There is great difficulty involved in getting information about education opportunities across to under-educated immigrants, and active recruitment measures will therefore be needed on a large scale in order for KOMVUX to reach this group. The Finnish-speaking activities in Stockholm have shown that one way of doing this is to publicize and offer education in the immigrants' own languages.

Vocational education in immigrant languages should also be tried with the same objectives as apply to theoretical studies. Vocational education should in this case be combined with Swedish language instruction and home language lessons.



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### 8.4.3 Home language lessons

One may assume that the great majority of adult immigrants will never attain the same proficiency in Swedish as in their native language. Long-term residence in Sweden without the opportunity of a variegated cultural life employing the native language increases the danger of parts of the latter being forgotten. This is what makes it important for immigrants to be taught their own languages as well as Swedish.

Home language lessons are particularly important to the small immigrant groups which cannot obtain education in their native languages. For adults as well as younger persons, a good command of the native language makes it easier to learn Swedish and thus also helps to improve achievement in other subjects.

The home language should replace Swedish as a subject in the case of course participants substituting Swedish as a foreign language for ordinary Swedish in their leaving certificates. Where other participants are concerned, the home language should be equated with English.

The NBE intends to propose measures sanctioning the introduction of home language lessons at both compulsory school and upper secondary school levels within the KOMVUX system.

### 8.4.4 Other auxiliary measures on behalf of immigrants within KOMVUX

If participants are unable to attend home language lessons, other arrangements will have to be made. In its Budget estimates for 1980/81, the NBE has requested additional staff resources for immigrant education in KOMVUX. These additional resources are intended for various purposes, according to current needs. For example, they can be drawn on for bilingual assistant teachers on both theoretical and vocational courses or for auxiliary instruction in small groups.

### 8.4.5 Research and development (R&D)

A research and development project concerning immigrants and KOMVUX is to start during the fiscal year 1979/80. Its aim will be to shed further light on the educational situation of immigrants taking part in KOMVUX and to develop the ability of the KOMVUX system to adapt instruction to the particular needs and circumstances of immigrants.

The development work already in progress within the LÄRVUX project (Teaching materials for adult education) will have to be intensified as regards special teaching materials for immigrants. In connection with the development of teaching materials for immigrants, attention must be paid to the adaptation of imported teaching materials.

### 8.4.6 Summary of proposals

The following proposals should be acted on at once.

- Measures must be taken to improve the situation for immigrants in vocational education.

- An introductory course of Swedish as a foreign language (otherwise known as a basic phase) should be introduced.

- Experimentation involving teaching in immigrant languages should be expanded.

- Special home language courses should be introduced.

- Wider opportunities of auxiliary instruction must be provided, for example via bilingual assistant teachers.

The following long-term measures are also called for.

- The recruitment and training of bilingual teachers must be expanded (Chapter 9).

- Support for teaching material development must be augmented (Chapter 10).

## 8.5 Labour market training

The majority of immigrants have come to Sweden for employment reasons. Labour immigration was overwhelmingly predominant during the 1960s, while immigration from outside the Nordic area during the present decade has been primarily of a different character. Immigrants obtain work in those sectors of the labour market where job opportunities have been plentiful, especially in industry and certain service sectors. Structural changes in the Swedish economy have already led to a diminution of the industrial work force. Since they are of shorter standing than Swedes and since they have jobs which are less secure and less attractive, immigrants also tend to be more severely affected by unemployment than the native population. At present unemployment among foreign nationals of all ages is far higher than among the Swedish population.

Labour market training (AMU) is an important means of improving the employment prospects of immigrants.

Immigrant women are a group requiring special support in order to enter the labour market. Often their schooling has been of brief duration and they have hardly received any vocational education at all in their countries of origin. AMU provides them with a way into working life. Special AMU courses for immigrant women are already being organized to a certain extent.

More than 30 per cent of all AMU trainees at present are immigrants. The immigrant contingent has grown rapidly during the past five years, and about sixty different languages are now represented.

Immigrant AMU trainees have very different backgrounds and circumstances. The proportion of refugees among them has risen steeply in recent years. Many refugees have a good vocational education behind them, but often their qualifications are of no use to them in the Swedish labour market. Others have received only a very short-term basic education in their countries of origin and are sometimes barely literate. This latter group of AMU trainees has increased, which suggests that a longer course of supplementary theoretical instruction is called for.

AMU surveys have shown that lack of previous schooling and inadequate knowledge of the Swedish language make it hard for immigrants to follow their lessons and that immigrants tend to choose "easier" and short-term courses of training. Auxiliary instruction in immigrant languages and various other compensatory measures have therefore been introduced on an experimantal basis within the AMU system.

A description will now be given of the development work now in progress within the AMU sector on behalf of immigrants and minorities, and proposals will be put forward regarding future action.

### 8.5.1 Basic education for adult gypsies

The curriculum for basic education for gypsies has been revised and new instructions have been compiled. Both curriculum and instructions are at present being evaluated, and the evaluation should be completed in the autumn of 1979. New instructions will then be drawn up. The evaluation so far has revealed certain problems, concerning practical vocational orientation among other matters. These problems will be discussed at teacher in-service training courses which have been planned for the spring of 1979.

Several teaching material projects are in progress, and continued support will be needed for teaching material development during the next few years. The shortage of teaching materials for this type of instruction is acute. Teaching material development should be conducted in close collaboration with GRUNDVUX.

Teacher in-service training amounts at present to courses totalling six weeks. In-service training for basic education teachers ought wherever possible to be made identical for AMU and GRUNDVUX.

AMS, SIV and the NBE have made representations to the Government requesting that this instruction be made available to other immigrant groups requiring it as a form of preparation for their vocational education.

### 8.5.2 Preparatory course at a lower level than today

An experimental course at a lower level than the normal preparatory course will be starting in the autumn of 1979 at the Furulund, Gothenburg, Sölvesborg and Stockholm AMU centres. This

course has been designed in response to preceived needs of theoretical knowledge and skills, and its purpose will be to teach the elements of certain basic theoretical subjects by way of preparation for vocational education. It is intended for both immigrants and Swedes lacking a functional command of reading and writing. An experimental curriculum and special instructions have been compiled.

The experimental scheme will be evaluated, and its future design and organization will be based on the evaluation results.

8.5.3 Swedish as a foreign language, with social studies

Most immigrants receive the equivalent of nine weeks´ Swedish language instruction and may also receive up to nine weeks´ additional instruction. Experiments are now in progress involving alternation between Swedish language teaching and other courses of a general, preparatory theoretical and vocational nature. Certain portions of these experimental activities will be concluded during the current fiscal year and will be evaluated. Among other things the evaluation will show whether alternation can have a positive impact on the learning of Swedish. Experience so far indicates that elements of vocational education improve the motivation of the course participants for preparatory theoretical studies. The NBE´s opinion is that Swedish language teaching within the AMU scheme should be evaluated in terms of the ability of the participants to cope with vocational training afterwards. The NBE is also studying the problems connected with very long theoretical instruction for participants mainly interested in vocational education. This evaluation should provide an indication of the manner in which Swedish language teaching should be conducted on a more long-range basis.

Subject studies are needed for teachers of Swedish as a foreign language, and rules of eligibility also need to be compiled.

8.5.4 Introductory and investigatory courses

Demand has risen for special courses designed to facilitate vocational decisions. Immigrants need information concerning the state of the regional and local labour markets, concerning career opportunities and concerning AMU vocational training opportunities. Introductory presentation and information on a built-in basis facilitate the choice of training route and can prevent dropouts. The course entitled "Information days for immigrants" will be evaluated during the fiscal year 1979/80 in order to codify experience for application to a wider context, e.g. employment offices. New instructions have been drawn up for the course entitled "Working life and training (ALU) for immigrants".

8.5.5 General subjects for immigrants

Immigrants are taught general subjects, comprising Swedish, mathematics, civics and English, for eight weeks. The purpose of this course is to give participants who have had less than

nine years' schooling the chance of developing themselves. In order for this teaching to have any real point, various methods and organizational models must be tried out. Project studies should be a highly suitable ingredient for this course.

### 8.5.6 Basic preparatory course for immigrants

An applied model for immigrants has been developed for the basic preparatory course within the AMU scheme. Development work relating to this course will focus on facilitating the application of theoretical knowledge to subsequent vocational education. As has already been mentioned, alternation between theoretical subjects and vocational training can make teaching more meaningful and applicable. In addition, the basic preparatory course for immigrants is being integrated with certain types of vocational training on an experimental basis.

### 8.5.7 Vocational education

Various auxiliary measures regarding the teaching of Swedish are needed to facilitate vocational education for immigrants. One such measure is the development of teaching materials for technical Swedish. In order to arrive at a more accurate appreciation of actual needs, the NBE intends to carry out an inventory of the number of immigrants undergoing vocational training and their distribution between different vocational and linguistic groups.

AMU includes about 60 languages divided between roughly 130 vocational courses. This makes it unrealistic to propose the extensive arrangement of courses conducted in minority languages. The NBE intends to try various ways of improving the educational situation of immigrants with the aid of their home languages. Introductory teaching in home languages will be introduced on an experimental basis. An experimental scheme of vocational training in Finnish/Swedish at seven AMU centres will be starting during the fiscal year 1978/79. In designing these courses it will be of fundamental importance to ensure that the instruction given will be equivalent to that which is offered to Swedish participants. This entails a heavy demand for special resources in the form of bilingual teachers and teaching materials in Swedish and immigrant languages. Vocational training in other major immigrant languages should also be introduced in due course.

Other solutions will have to be devised where the less widely spoken immigrant languages are concerned. One model which the NBE intends to try out is that of expanded auxiliary instruction in immigrant languages via home language assistants.
These assistants may be former course participants with a good knowledge of Swedish and the vocational training concerned, plus practical experience of the relevant occupational sector. In addition to providing linguistic assistance in the teaching situation, the home language assistants would liaise between teachers and participants and help to break the isolation which immigrants often experience on account of language difficulties. The scheme will start in 1979.

Development work in the context of vocational education should be g ded by the aims of making it easier for immigrants to

arrive at appropriate vocational decisions and at improving their genuine ability to cope with the education of their choice. AMU must therefore be made to include wider opportunities for immigrants to receive instruction in their home languages and in Swedish if the experimental scheme described above is found to have positive results. This would facilitate learning for the immigrant participants and at the same time assist them in their efforts to retain contact with their own languages. The recruitment and training of bilingual AMU teachers should be expanded.

Long-term development work must be started concerning teaching materials relating to home languages. Current development work under the LÄRVUX project will be intensified with regard to special teaching materials for immigrants and the development of dictionaries for specific occupational sectors.

AMU must always include preparedness for new immigrant groups. Many of the Vietnamese refugees who arrived in Sweden during the spring of 1979 will probably be referred to AMU, and the NBE must therefore maintain a permanently high level of preparedness within AMU for prompt action regarding vocational training for new as well as established immigrant groups.

### 8.5.8 Summary of proposals

The following steps should be taken at once.

- Greater support should be provided for the development of teaching materials for adult gypsies.

- Work should continue on the development of preparatory courses for immigrants prior to vocational training.

- The teaching of Swedish as a foreign language should be evaluated.

- An inventory should be made of the number of immigrants undergoing vocational training, together with their distribution between occupational and linguistic groups.

- The experimental schemes of vocational training in home languages and Swedish should be continued.

- Additional bilingual support should be provided via the recruitment of bilingual teachers and home languages assistants and the development of bilingual teaching materials.

## 9 TRAINING OF TEACHERS AND OTHER CATEGORIES

Immigration makes new demands on teacher training which will entail alterations to the existing structure of training and the introduction of new training courses. All staff in the education system need to know more about immigration and the background and situation of immigrants. This is necessary for the sake of mutual understanding and respect between groups and also in order to make everybody active in the education sector aware of the goals of immigrant policy and of what is needed for the attainment of those goals within the education system. Immigrant education, too, presents new problems of method and pedagogics which must be dealt with in teacher training. This may concern subjects which have hitherto been regarded as specific "immigrant subjects" (home languages and Swedish as a foreign language), but it can also apply to other subjects whose contend and character, needless to say, are affected by the fact that many pupils and course participants today have non-Swedish cultural backgrounds.

### 9.1 Home language teachers

A two-year training course for home language teachers, in the form of a home language teacher line at high education establishments, was introduced in the autumn of 1977. Training has so far been established for teachers whose native languages are Finnish, Greek, Turkish, Danish, Serbocroatian and Spanish. Training requirements for other major immigrant languages will also be catered for during succeeding fiscal years. The NBE also feels that a start should be made to providing home language teacher training for minor language groups.

Home language teachers can serve in both pre-school education and youth education. In addition to home language teaching/training, their duties also include study guidance in home language and social liaison work on behalf of immigrant pupils. Since the tasks of these teachers are so variegated, they need extension courses covering various topics, e.g. reading and writing teaching methods.

The NBE also feels that the National Board of Universities and College (UHÄ) should be instructed to arrange remedial teacher training for home language teachers.

In the NBE's opinion, home language teacher training should rate equal with other teacher training. The NBE will be returning to this question in connection with the circulation for comment of the final report of the Teacher Training Commission (SOU 1978:86).

Category 22 home language teacher appointments were established in compulsory schools by an Act of the Riksdag which came into force on 1st July 1977. Junior and intermediate level teachers,

folk high school teachers, category 16-18 teachers and pre-school teachers with the requisite knowledge of the home language are also eligible for home language teaching appointments.

A large number of serving teachers who have been found to possess the necessary qualifications for and experience of home language teaching have been declared eligible for category 22 appointments by the NBE. Normally, however, these teachers are not eligible for class teacher or subject teacher appointments.

The need for bilingual class teachers will probably increase during the next few years. Both home language classes and composite classes are increasing. Similary, teaching in langauges other than Swedish will become more widespread at the senior level of compulsory school, in upper secondary school and in adult education. Thus there is cause for a review of the current rules of eligibility concerning teaching in home languages.

Home language teachers today are not eligible for school management appointments. Consideration should, however, be given to the possibility of an alteration in this respect.

A growing demand for home language teachers can be expected in adult education. In the NBE's opinion, home language teachers in youth education ought also to be able to serve in KOMVUX, for example. Home language teachers serving mainly in KOMVUX (i.e. municipal adult education) ought to be given extension courses in adult pedagogics, for example.

There is a shortage of qualified home language teachers at present. For this reason the NBE was instructed by the Government on 26th October 1978 to undertake a swift and comprehensive investigation of the necessity and feasibility of temporary recruitment of home language teachers from certain of the countries from which Sweden receives immigrants. The NBE was also instructed to consider the forms in which provision can be made for the educational needs entailed by a possible major influx of refugees in Sweden. The basic assumption underlying the investigations must be that the long-term demand for home language teachers is to be met by means of regular home language teacher training and through the in-service training of existing staff.

The NBE estimates that this inquiry will be completed in May. The report which will then be presented will contain proposals regarding alternative arrangements whereby the demand for qualified home language teachers can be met, to the greatest possible extent, until the end of the 1980s.

## 9.2 Bilingual teachers

Demand for bilingual teachers will rise both in youth education and in adult education.

Training arrangements for class teachers teaching in both Finnish and Swedish have existed since 1974. The teachers undergoing this training qualify to teach both Swedish and Finnish pupils. Bilingual class teacher training should also be arranged in due

course for other language groups so as to meet the rising need for teachers for home language classes at the junior and intermediate level of compulsory school.

Since bilingual instruction is also provided at the senior level of compulsory school, in upper secondary school, in municipal adult education, labour market training and folk high school, training opportunities for bilingual subject teachers, vocational teachers etc. should also be expanded.

In future, bilingual applicants should also be given priority for admission to regular courses of teacher training.

### 9.3 Teachers of Swedish as a foreign language

In section 4.4 the NBE has proposed that Swedish as a foreign language be made a subject in its own right in all types of school. This means that special training courses should be introduced for teachers of Swedish as a foreign language. Training of this kind could, for example, be included in class teacher training and in triple subject combirations. There is adequate foundation for this instruction concerned and, therefore, for the proposed training, in compulsory school, upper secondary school and adult education. There is a very great need for an adequate training route (up to and including 40 credits). Swedish as a foreign language ought to qualify for inclusion in class teacher and subject teacher appointments.

Serving teachers should be given the opportunity of undergoing the above mentioned regular training as a form of further training.

It should also be made possible for this type of training to be provided on a decentralized basis in the form of individual courses.

### 9.4 GRUNDVUX teachers

As has already been mentioned in section 8.3.1, a special qualifying form of teacher training is needed for GRUNDVUX (i.e. basic education for adults). The existing courses of teacher training do not cover the needs of GRUNDVUX. The new teacher training should also be available, in the form of supplementary training, to certain teacher categories already serving in GRUNDVUX and AMU. To a great extent it must be addressed to bilingual persons, e.g. serving home language teacher training do not cover the needs of GRUNDVUX. The new teacher training should also be available, in the form of supplementary training, to certain teacher categories already serving in GRUNDVUX and AMU. To a great extent it must be addressed to bilingual persons, e.g. serving home language teachers.

### 9.5 Other teachers/staff

Additional elements of immigrant studies are needed in the basic and subsequent training of all teachers and all other

school staff. Since it is the task of schools to help condition attitudes and values, it is important for teachers and other school staff to possess a knowledge of immigration and immigrants, and of the cultures which immigrant represent, e.g. traditions, customs and habits in their countries of origin. A knowledge of the life of immigrants in Sweden, their mutual relations etc. is also important to the teacher in the discharge of his or her duties.

## 9.6 Summary of proposals

- Home language teacher training should be expanded to include provision for small language groups.

- Remedial pedagogical training should be introduced for home language teachers.

- Home language teacher training should rate equally with other teacher training.

- The formal qualifications for teaching single-language groups and home language classes should be reviewed.

- Home language teachers should be eligible for school management appointments (i.e. headmasterships etc.).

- Home language teachers should also be able to obtain KOMVUX appointments.

- Training opportunities for bilingual teachers at all educational levels should be expanded.

- It should be made possible for basic training to be introduced for teachers of Swedish as a foreign langauge, and this subject should be made eligible for inclusion in class teacher appointments and subject teahcer appointments in those types of school where such instruction is provided.

- Training should be provided for GRUNDXUX teachers.

- All training of teachers and other school staff should be made to include more information concerning the background and culture of immigrants and concerning inter-group attitudes and relations.

## 10 IN-SERVICE TRAINING (INSET) AND RESEARCH AND DEVELOPMENT (R&D)

Development work concerning the teaching of immigrants and minorities has been one of the NBE´s priority sectors in recent years, and this has made it possible for the NBE to conduct and support several projects with this focus. To provide a background for the discussion of future development work in the immigrant sector, an account will first be given here of some of the premises governing the subsequent focus of INSET and R&D in the immigrant and minority sector.

### 10.1 Discussion of the focus of INSET and R&D in the immigrant and minority sector

It is easy to find points of reference between the general guidelines for INSET and R&D and development work focussing particularly on immigrants and linguistic minorities. In addition to serving as a means to the attainment of the goals of education policy, development work must also facilitate the introduction of the immigrant and minority policy resolved on by the community. Development work should therefore be related to a deeper analysis of the conflicts occurring between the goals of immigrant policy and education policy. It should also be related to important theories concerning linguistic development, identity formation and social relations between minority groups and the majority community. Some of the conflicts of goals and special problems will be dealt with below with reference to the various problem fields they concern (section 10.3.1 ff). First of all we shall consider some of the general questions relating to the subsequent focus of development work.

Basic problem: for whose benefit is development work undertaken?

Problems concerning the position of immigrants and minorities in society are often viewed in relation to a Swedish majority whose values are not challenged, In this ethnocentric perspective, it is the new linguistic minorities and cultural groups that constitute "problems". R&D and INSET should therefore aim in all context at elucidating matters from the vantage points of majority and minority alike. The risk of ethnocentrism can often be counteracted by immigrants and representatives of minorities participating in the planning of development work, joining reference groups and so on. Furthermore, when analysing the results of development work focussing on immigrants and minorities, one should try to ascertain their implications regarding measures aimed at the majority population. In this way development work can contribute towards an integration of the minorities and also towards the adjustment of the majority population to a new situation. Given this focus, R&D can also help us to identify and deal with conflicts and inadequacies which are normally concealed within the monolingual and ostensibly mono-cultural society.

Problems of scientific theory connected with research should also be discussed in this perspective. Problems of interpretation are important in a society incorporating several languages and cultures. Research probably needs to be given a more sociological and social-anthropological focus. Whatever his research methods, the researcher must venture to challenge his own perspective: on whose behalf is he making his inquiries?

Focus on implementation or problems?

It is often emphasized that the NBE's development allocation must be used to finance R&D activities aimed primarily at the implementation of decisions of education policy. Undue emphasis on the implementation approach involves a certain element of risk as regards development work concerning immigrant instruction. Ethnocentrism within the educational hierarchy and lack of experience concerning minority affairs and minority education on the part of those who are to carry out and evaluate educational measures can result in important problems being left out. In Government Bill Prop. 1975:26, the Minister responsible emphasized that the essential purpose of research in the immigrant and minority sector must be to furnish guidance for the continuing work of reform in the field of immigrant policy. One might perhaps say that immigrant research, thus regarded, should be more problem oriented than implementation oriented. One of the important tasks of the NBE is to identify problems and consequences of reforms in the field of minority policy which demand further action or a reappraisal of earlier decisions.

The same goes for INSET. One often has a clear picture of the problems which a certain kind of INSET is meant to help solve. INSET is aimed, in one respect or another - with reference to a particular teaching subject, socially or emotionally - at helping to change the participants' behaviour in the direction intended by the arranger. In the case of "immigrant and minority INSET", the opposite direction is just as important: the participants can draw the attention of the education authorities to problem areas which the latter have overlooked or underestimated. The link-up with R&D is also a two-way process, with R&D results being disseminated via INSET and problems to be dealt with in new R&D being captured and discussed in the course of INSET.

Individually oriented or group oriented development work?

By tradition, Swedish schools focus heavily on the individual. Individual development and what might be termed psychological identity are emphasized in a number of fundamental school policy statements. True, it is often remarked in these contexts that development must occur in a process of social interaction which develops solidarity and considerateness. But the interaction of different cultural groups and the development of group identity are not discussed to any great extent. If anything one suspects a certain fear of group cohesion; the emphasis is on the importance of individuals (not the group) becoming socially integrated.

The observations made by the NBE in its draft revision of the Compulsory School Curriculum should be noted on this point.

> "It is important to observe that the term culture must not be given a narrow interpretation on the basis of one-sided social or ethnic values. Children from different environments must be helped in school to develop their own cultural pattern. This has a positive, diversifying effect on school activities as a whole."

This changing view concerning the importance of cultural identity is more in keeping with the free-choice goal of immigrant and minority policy that the emphasis previously laid on the individual. Considered in these terms, the focus of R&D and INSET can be discussed from three angles, namely those of the individual, the minority and society as a whole. This is where the conflicts of goals can make themselves felt, as expressed, for example, in the following questions. How can one achieve a society in which individuals enjoy social equality while still retaining their cultural freedom of choice and their cultural identity? How can one encourage cultural freedom of choice by various means without society dissolving into a host of rival groups? Questions of this kind often have to be faced up to in all varieties of development work.

Local or central development work?

The proper location of the emphasis of school development work has been a topic of assiduous discussion in recent years. One simple "rule of thumb" might be that advanced research should be based on research institutions while development work and INSET of different kinds should be conducted by or at all events in the closest possible contact with the pupils and staff categories affected by the problems under consideration. (Advanced research too, of course, should also be conducted in close collaboration with pupils and school staff.) A similar division of labour should also be applied to immigrant and minority research.

One type of development work which it is particularly important to "decentralize" is that aimed at conditioning mutual prejudices and attitudes between different groups in society. This has to be accomplished at local level and in everyday situations. The NBE, county boards of education and local education authorities can in various ways inspire pupils and school staff to engage in local development work of this kind in connection with regular school work and with the aim of achieving the participation objectives of immigrant policy. Section 10.2.1, below, contains suggestions regarding the way in which local development work of this kind can be encouraged by the NBE.

Development work and INSET need to be co-ordinated

Many research tasks in the immigrant and minority sector are so wide ranging, complicated and expensive that improvements need to be made to co-operation between various central research

bodies. The Expert Group on Immigrant Research (EIFO) can play an important part in this connection. EIFO is attached to the Ministry of Labour but includes representatives of the NBE and the National Board of Health and Welfare, among other bodies. The Immigration Commission recommended the establishment of an organization to co-ordinate and initiate research concerning immigrants and minorities, and it was this recommendation that prompted the formation of EIFO. Its connection with the Ministry of Labour has caused the activities of the group to focus to some extent on labour market questions, but EIFO is endeavouring to broaden the field of its research, and the NBE should endeavour by various means to help improve EIFO's ability to co-ordinate immigrant and minority research.

Improvements can also be made to the co-ordination of INSET. Several authorities responsible for fields adjoining or covering the education sector conduct INSET/further training and personnel development activities focussing on immigrant and minority affairs, and discussions should therefore be opened without delay concerning the possibilities of co-ordinating the activities of this kind run by the National Board of Health and Welfare, the Federation of the Swedish County Councils, the Swedish Association of Local Authorities, the county boards of education, the National Board of Universities and Colleges (UHÄ) and the National Immigration and Naturalization Board (SIV); cf the proposals made in section 10.3.9, INSET.

## 10.2 Measures proposed against the background of current activities

Nearly all development work concerning immigrant and minority affairs touches on linguistic, psychological and social factors. In the following, however, development work has been divided into a number of problem areas according to the main issues to which the proposes projects refer. (Tabular summaries and a short description of projects already in progress or decided on will be found in a special report compiled by Division L 3 of the NBE.)

To save space, projects already scheduled or underway have been omitted from the present account.

### 10.2.1 The social and cultural situation of immigrants and cultural minorities; the link between education and society

Relations between minorities and the majority population are one of the main problems concerning the whole of society. This is one of the fields where extensive R&D activities will have to be pursued in future. The biggest projects in this field will have to be jointly planned by central research bodies, preferably under the leadership of EIFO.

The projects so far undertaken in this field have often concentrated on the social problems of individual immigrants. On the other hand, projects analysing and developing opportunities of

cultural pluralism - in the school sector, for example - are few and far between.

The following proposals should be acted on at once.

- Training measures must be introduced for group discussion leaders. Group discussions must deal with aspects of human relations and must refer to all staff groups in the school community as well as the pupils; also see the proposals made in section 10.3.9, INSET.

- The Government and Riksdag should allot considerable resources for local INSET measures and local development work aimed at improving relations in school and education between minorities/immigrants and the majority population.

Questions concerning majority-minority relations are a natural topic for some of the INSET and basic training activities already existing for different staff categories in the school sector. Training courses of this kind include, for example, staff team training, school management training, INSET for home language teachers and INSET for teachers of Swedish as a foreign language. The persons undergoing these forms of training can develop ideas concerning local development work and local INSET on the subject of relations, information about minority groups, the conditioning of prejudices and attitudes and so on. Special grants would be paid for activities of this kind during a transitional period of, say, five years. The allocation for the first year should be about Skr 2m. This amount could be added to the INSET allocation for home language teachers and teachers of Swedish as a foreign language and could be administered by the relevant INSET departments. A reference group of researchers and others would be attached to the INSET departments to assess, select and follow up the various projects. The award of project grants would among other things be conditional on the measures proposed being planned, directed and evaluated by majority and minority representatives on a joint basis. The reference group would be responsible for ensuring that project results were suitably and promptly disseminated to local authorities and others concerned.

- A research and development project concerning prejudices and attitudes in relation to immigrants and minorities (starting possibly in the fiscal year 1980/81) should be planned in collaboration with EIFO and the Discrimination Commission. This project should focus on attitudes and prejudice throughout the education sector, including central and regional administrative bodies, central popular education organizations and so on. One of its principal concerns should be to investigate whether veiled or latent prejudices and attitudes at a certain level in the education community generate more overt prejudice and ethnocentrism in actions at a lower level.

- A project should be started for the evaluation of the total situation of the immigrant pupil. A more detailed description of this project will be found in section 10.2.5, below.

The following proposals should be implemented on a somewhat more long-term basis.

- R&D concerning the position of adult immigrants in working life in relation to various educational measures should be planned and started. This project would be conducted in conjunction with the EIFO project "Long-term effects of immigration". The main points of inquiry are as follows. Are we acquiring a segregated society in which certain linguistic and ethnic groups are allotted the worst paid jobs and jobs with low status? Can adult education transform this situation? Can youth education influence the vocational decisions of the second generation? At the planning stage of this project, experience can be derived from the ISA project ("Immigrants in school and in the labour market", see App. XX).

10.2.2 Identity development, pupil welfare

The study of the identity development of the immigrant child and the adult immigrant compared with the corresponding development undergone by representatives of the majority population provides an important background for the development of various measures in the education sector. Not very much attention has yet been devoted to this sector in Sweden. The circumstances and conditions to be elucidated here present difficulties of investigatory method and demand longitudinal projects of relatively long duration. Efforts should therefore be concentrated on a small number of well-planned research projects which can be given sufficient resources.

The following proposals should be acted on at once.

- The project entitled "Identity development in children of immigrants" could possibly be expanded or supplemented with a retrospective study of the identity development of adult immigrants. An expansion of this kind can be planned in time for the next Budget estimates and inaugurated the following fiscal year.

The following should be implemented on a somewhat more long-term basis.

- A project could possibly be started concerning the formation and development of group identity in the majority and minority populations of a multi-cultural society. A project of this kind could evolve proposals concerning the measures which schools can take in order to support the development of a positive group identity based on equality and tolerance towards other groups. It could also elucidate some of the mechanisms giving rise to prejudice. Several theories emphasize the importance of the socialization process in the genesis of prejudice. The project should adopt a sociological and social-anthropological approach.

### 10.2.3 Language, linguistic development, cognitive development and the acquisition of knowledge

A large proportion of the NBE´s R&D concerning immigrants and linguistic minorities must continue to be devoted to language questions, language methods and similar problems. Efficient and culturally stimulating teaching of both Swedish and the various immigrant languages is essential for the achievement of the aims of equality and freedom of choice. No other central research body can be said to be responsible for research into language methods for youth education. The linguistic research undertaken must include all levels from pure "basic research" to applied educational research.

Many R&D projects in recent years have had a linguistic focus. Linguistic questions have perhaps been excessively isolated from social and psychological variables. Different researchers are still coming up with different answers concerning the development of bilingualism and the order in which the two languages are to be stimulated. A more socio-linguistic focus will probably be needed in future to elucidate the importance of social factors for linguistic development.

One important field of research concerns different ways of supporting the early conceptual and linguistic development of children between the ages of one and six years. It is a well-known fact that linguistic development is influenced by a number of non-linguistic factors. Pre-school institutions are at present in a position to support home language development from the age of five or six years. But many researchers agree that the important period comes between the ages of three and four years.

The children´s linguistic development is of course greatly dependent on their parents´ linguistic competence. There is reason to study the linguistic development of adult immigrants regarding their native language (i.e. the home language), and a project on these lines would also support the development of home language instruction for adults.

Furthermore, we need to study the way in which a person "naturally" acquires a second language. Studies of natural language in occupational and recreational environments can provide an opportunity of building up a progression for language teaching based on communicative functions of language. It would be appropriate in a study of this kind to follow the linguistic development of a number of adult immigrants.

It is hard to say what projects will be needed in future where linguistic methods are concerned. Projects of this kind should be geared to existing teaching routines and models, and contingency resources ought therefore to be available for short-term practical and methodological projects with a linguistic focus in connection with the testing of new teaching procedures for immigrants; also see section 10.3.4.

The following proposals should be acted on at once.

- A project concerning the natural linguistic development of adult immigrants (regarding their command of Swedish) should be started with the aim of devising a language teaching progression based on communicative processes.

- A project should be planned concerning linguistic development between the ages of one and six years. This project should focus on the importance of non-linguistic factors and on various models for the direct and indirect support of linguistic development, and it should be planned in collaboration with the National Board of Health and Welfare.

- The project entitled The total situation of the immigrant pupil must be inaugurated; also see section 10.3.5, below. The approach in this project is predominantly sociological, but important linguistic questions will be studied.

The following should be implemented on a somewhat more long-term basis.

- The inauguration of a project to study the delopment of the home language among adult immigrants.

- The possible inauguration of projects of linguistic method concerning new or amended forms of education for immigrants.

10.2.4 The teaching process, teaching organization, work procedures and problems of method

There has been a great deal of discussion in recent years concerning the organization of immigrant instruction, particularly at the junior and intermediate levels of compulsory school. The debate has above all centred round the composition of the teaching group and the language in which teaching is to be conducted. Several projects have dealt with "teaching models" (involving homogeneous or composite classes, monolingual or bilingual teaching).

The most important concern at the present stage of things would appear to be to draw conclusions from these experiments and to evaluate the various teaching models employed in different municipalities and schools. No further experiments to test teaching models for compulsory schools ought therefore to be necessary. On the other hand it may be necessary to test various models of bilingual instruction in upper secondary school and adult education. Above all, studies are needed of different forms of co-determination concerning the organization of teaching groups and the teaching process.

The following proposals should be acted on at once.

- Experiments should be planned involving different models of bilingual instruction for adult education (especially labour market training) and perhaps also for upper secondary school.

- Existing teaching models in youth education must be evaluated in the project entitled "The total situation of the immigrant pupil", see section 10.2.5.

The following should be implemented on a somewhat more long-term basis.

- Wider experimental schemes of bilingual instruction in adult education. Testing of various forms of co-determination concerning the choice of teaching language, group composition and methods.

- The possible inauguration of experiments concerning new teaching models for immigrant instruction in the youth education sector, depending on the results of the project entitled "The total situation of the immigrant pupil".

### 10.2.5 Evaluation of immigrant instruction in youth education and adult education, evaluation of educational reforms for immigrants

Many of the educational reforms implemented during the past few years for the benefit of immigrants need to be evaluated in greater depth. But a study is also needed of the general situation of immigrants, in order to obtain documentation on which to base alterations to the content and organization of teaching. Social benefits for students and the transition between different forms of education, for example, are important topics of investigation for a broad evaluation.

Above all, the total situation of the immigrant child requires elucidation in order to provide a background for the evaluation of immigrant and minority instruction in youth education. This work should have a clearly sociological approach. The terms "pupils speaking home languages other than Swedish" and "immigrant pupils" cover many different groups of children with somewhat varying needs. A survey should therefore be made of the conditions of the various groups, and parental opinions and preferences should be canvassed regarding the teaching given and the future conditions of their respective groups in Sweden. A project of this kind can result in measures in schools to support and develop minority languages and minority cultures acquiring different "profiles" for different groups. It may also generate proposals concerning the way in which co-determination regarding instruction can be organized at local level so as to enable the minority groups to exert more influence on the special measures they desire for their group within the framework of an integrated school system. Probably there are many other group-oriented measures and measures of cultural support besides lessons in and the teaching of the minority language which are worth considering.

The following proposals should be acted on at once.

- The project entitled "The total situation of the immigrant pupils" must be started. This project should be made to tie in with the major EIFO project, "Long-term effects of immigration",

and should be planned in collaboration with EIFO, the National Board of Health and Welfare, the National Immigration and Naturalization Board (SIV) and immigration organizations. During the planning phase and during the subsequent research, close contact should be maintained with the SPRINS and SSM projects, the project entitled "Identity development among immigrant children" and other projects starting in 1979 and 1980.

The main sections of the project should be as follows.

1. A broad sociological study of the various immigrant and minority groups in schools covered by the term "pupils having home languages other than Swedish". This study should chart the attitudes of the various groups to the realization of the goals of freedom of choice and partnership as laid down for immigrant and minority policy. It can also include an investigation of the extent to which representatives of the minority groups find that their influence on their children's education needs to be altered in any direction. Needless to say, the study must also include a description of the social and cultural situation of the various groups.

2. An evaluation of immigrant instruction in compulsory school and upper secondary school and of home language training at preschool level, as regards the content, quality and organization of instruction. Among other things, efforts should be made to compile documentation on the teaching models and organizational arrangements occurring in municipalities of various kinds, ranging from those with small numbers of pupils speaking home languages other than Swedish to those where immigrants make up more than half the population of some schools. Efforts should also be made to describe the scope of home language instruction and of the teaching of Swedish as a foreign language to a number of individual pupils. No such data are available at present.

3. An evaluation of the other measures taken by schools on behalf of immigrant pupils and pupils belonging to linguistic minorities. These include pupil welfare measures, questions concerning non-teaching staff, the activities of parent-teacher associations and so on. This topic also includes the question as to how får schools regard immigrant pupils as an asset, for example, in the internationalization of instruction and in the promotion of cultural pluralism. This evaluation project will be so costly that efforts should be made to secure financial support from other authorities, expecially the Co-ordinating Board of the Swedish Research Councils (FRN), which has already expressed interest in a project of this kind. The project which should continue for six years, will provide an important foundation for a possible reform of immigrant and minority education during the 1980s.

The following measures should be taken on a somewhat more long-term basis.

- Experience accruing from the current evaluation of adult education and the evaluation, proposed above, of immigrant instruction

in compulsory school should be fed straight back into INSET, and the project team should therefore be called upon to present interim reports.

- An evaluation project should perhaps be started concerning certain forms of adult education, e.g. basic education for adults.

10.2.6 Teaching material development

The general description of the situation regarding teaching materials for immigrant instruction will be found in Chapter 11, Teaching materials, books and other sources of information The present section deals solely with the question of research and development.

The severe shortage of suitable teaching materials has made it necessary to inaugurate teaching material development to provide for the needs of various types of education and various linguistic minorities. All the various projects concerned have proceeded on essentially the same lines. First the demand for teaching materials is analysed by means of interviews, questionnaires etc. A number of teaching material models or complete teaching materials are then prepared. These materials are tested and then put into production, and accompanying information material is also designed.

It will also be necessary in the future for the NBE to conduct a number of R&D projects concerning teaching materials, but it must be stipulated that these projects yield results of general validity and not only one or more sets of new teaching material. The type of R&D projects needed may involve analyses of needs or may take the form of model projects to test new types of teaching material and their function in the teaching process in different forms of immigrant and minority instruction. In the latter case, a project must be geared to curricular development and similar work.

A great deal of the work at present being done in the course of R&D projects ought to be financed out of the production subsidy allocation at the disposal of SIL; see Chap. 11. One of the lessons consistently taught by these projects is that the resources available for production support are completely inadequate.

An example of another type of project which is probably needed can be seen in the projects entitled "Teaching material development in Lappish" and "Teaching materials in Romany". Both these projects are concerned with the development of teaching materials for linguistic groups lacking a widely accepted orthography. The first thing to be done, therefore, is to design an orthography and gather oral material for the documantation of the language. These projects are to be regarded as a combination of linguistic development work and teaching material development. Several major immigrant groups in Sweden, e.g. Assyrians and Kurds, are in a similar position.

The following proposals should be acted on at once.

- The project entitled Lappish teaching materials - analyses of needs, project management, information should be started under the aegis of the NBE, Section L 3:2, and the Luleå County Board of Education, in collaboration with Lapp groups. This project is not to be directly concerned with the production of teaching materials, which is to be financed by SIL.

The following steps should be taken on a somewhat more long-term bases.

- A project ought possibly to be started concerning the development of teaching materials for language groups which have no written language or which have not been able to agree on a single orthography, e.g. the Assyrian and Kurdish communities.

- A project should perhaps be started to investigate the possibility of developing teaching materials locally to cater for the requirements of immigrant education.

10.2.7 Instruments for resource allocation and the diagnosis of language proficiency etc, tests for the assessment of linguistic and cognitive factors

Teachers concerned with immigrant education have long since drawn attention to the need for tests of different kinds, e.g. diagnostic instruments for assessing the proficiency of immigrant pupils and course participants in Swedish and their home languages. Many of the researchers conducting R&D projects in the immigrant sector have also referred to the need for instruments in various languages for the assessment of linguistic and cognitive factors.

As stated earlier, the resources allotted to municipal authorities for home language training and home language instruction and for auxiliary Swedish lessons can be deployed as each municipality sees fit. This allocation of resources would be facilitated by the availability of a number of instruments for the assessment of teaching requirements at different levels and within different language groups.

The instruments which need to be developed for home language teachers and teachers of Swedish as a foreign language and also for municipal decision making concerning allocations ought probably to be a combination of tests in the traditional sense (vocabulary tests covering general vocabulary, words with a bearing on study technique and essential words used in the teaching materials for various subjects, together with listening comprehension tests and oral tests e.g. in the form of tape-recorded interviews of the persons to be tested, plus a corpus of INSET material indicating forms of evaluation in the teaching situation and containing information on the structure of the Swedish language compared with several immigrant languages. The INSET material should also include a "problem catalogue" and an action programme with reference to test results and the results of the other evaluation measures proposed.

For the sake of scientific research, instruments probably also need to be developed for the assessment of proficiency in the home language and Swedish and for the assessment of non-linguistic factors. Development work of this kind should be preceded by deliberations with immigrant and minority researchers.

The following proposals should be acted on at once.

- A project should be inaugurated for the compilation of instruments for the distribution of immigrant teaching resources, above all within compulsory school (and in the second instance within pre-school education and upper secondary school). This project should result in the production of diagnostic tests for measuring linguistic proficiency in a number of home languages and in Swedish as a foreign language. An educational action programme should be geared to the various instruments. INSET material for teachers will be compiled in connection with the project and in collaboration with the INSET Divisions.

- A project ought possibly to be inaugurated for the development of "inter-cultural" diagnostic instruments, primarily for the measurement of non-verbal factors. These diagnostic instruments would be useful for assessing the need for other measures besides language teaching, and they ought primarily to be developed for pupils aged between 4 and 12 years.

The following steps should be taken on a somewhat more long-term basis.

- Analysis of the need for "scientific" instruments for measuring variables which may be germane to immigrant and minority research. An analysis of this kind should be undertaken in collaboration with SIV, UHÄ, EIFO, the National Board of Health and Welfare and a number of immigrant researchers.

- Further construction of resource allocation instruments and instruments for the diagnosis of linguistic proficiency in a larger number of home languages, to meet the requirements of both youth education and adult education.

### 10.2.8 Documentation and statistics

The NBE has co-operated for some time with SCB (the Central Bureau of Statistics) on the development of statistics concerning immigrant pupils. SCB received an allocation for statistics of this kind in 1973/74. The first nationwide survey took place in the spring of 1975, and similar inquiries have been made annually ever since. Findings have been published in the SCB bulletin Statistiska meddelanden (SM U 1975:42, 1976:44, 1977:22, 1978:26 and 1979:16).

The need for statistics was referred to, for example, by the Immigrant Group in Ds U 1975:13. In that circular the Group drew attention to the value of nationwide statistical surveys of the kind referred to above, but it also wanted statistical analysis in greater depth.

"Although it should be possible to develop statistics concerning immigrant pupils and make them more detailed, nationwide statistics of this kind will remain superficial and general. It would be very useful, however, not least as regards the interpretation of existing statistics, if an intensive study could be made of the situation of immigrant children in school and in pre-school education. In a study of this kind, attention should be paid, for example, to these children's knowledge of their home language and Swedish, to variations of such knowledge according to age and length of residence in Sweden, to the actual sizes of auxiliary teaching and home language training groups, to the manner in which this teaching is integrated with the main body of instruction, and so on. A study of this kind can be of a non-recurrent character and should be carried out in connection with the collection and processing of the annual statistics. We would recommend that an investigation of the kind indicated here be jointly conducted by the NBE and SCB. If the investigation is also made to include children of pre-school age, the National Board of Health and Welfare and the Swedish Association of Local Authorities should also take part. A review of the primary material which has already been collected locally concerning immigrant pupils should in itself yield very useful information on which to base the central planning of special measures on behalf of immigrant pupils, together with an evaluation of the measures taken so far." (Ds U 1975:13, p. 41f)

The need for statistics of this kind remains unaltered, despite the improvements which have been made to the annual nationwide statistics.

There is also a need for nationwide linguistic statistics indicating the various languages which members of the population employ in their everyday communications. Statistics of this kind would be useful in the planning of immigrant instruction and the planning of teaching in and of minority languages for children and adults. A statistical project of this kind has been discussed by EIFO but has not yet been started. The NBE feels that language statistics of this kind are genuinely needed.

Immigrant instruction has expanded heavily since 1960. In this connection, municipal authorities, adult education associations, organizations and other bodies have drawn up directions of various kinds together with descriptions of the measures taken. Often these policy documents disappear as the measures taken are altered and reformed. It is important for all documentation relating to immigrant and minority education to be conserved for the benefit of future researchers and for work on new reforms in the education sector.

The following proposals should be acted on at once.

- A statistical analysis of the kind proposed by the Immigrant Group should be planned and conducted as part of the proposed project on The total situation of the immigrant pupil (see section 10.2.5). This part of the project should be jointly conducted with SCB.

- Various measures should be taken to collect documentation concerning education and other measures on behalf of immigrants and linguistic minorities. This work ought primarily to be discussed together with the Documentation Unit at SIV.

The following steps should be taken on a somewhat more long-term basis.

- Discussions should be held with EIFO, SCB and others concerning the possibilities of evolving nationwide language statistics showing which languages immigrants use in their everyday communication.

10.2.9 In-service training (INSET)

The need for INSET and other training for all teacher categories concerned with immigrants and linguistic minorities in various forms of education has steadily grown during the past few years. The feasibility of all the measures which have been planned and resolved on concerning immigrants will depend on extensive INSET measures being taken for immigrant teachers, other teachers and non-teaching staff.

In addition to pure subject studies focussing on home languages and Swedish as a foreign language, INSET must also include such topics as immigrant and minority policy, the mechanisms behind the origin of prejudice and attitudes, and information concerning different cultures. INSET should be designed so as to give the participants an opportunity of becoming aware of their own values and discussing the same.

Relatively comprehensive INSET measures have, however, been taken for various teacher categories in the past few years.

Home language teachers are offered INSET courses (DSU 1975:13) lasting four weeks for qualified teachers and eight weeks for unqualified teachers. It is estimated that by the end of the fiscal year 1978/79 some 280 home language teachers will have completed these INSET courses. Most of the participants so far have represented the major immigrant languages. There is a very great shortage of well-trained home language teachers in the small language groups, and the NBE therefore intends gradually to confer priority in its INSET programme on training for home language teachers from these groups.

In its budget estimates for 1979/80, the NBE raised the question of co-operation with the immigrants' countries of origin in matters concerning INSET. For some years now, the NBE has co-operated with its Finnish counterpart in connection with INSET arrangements in Finland for Finnish teachers serving in Sweden. The NBE feels that co-operation of this kind should also be developed with other countries. The NBE has proposed that courses of this kind be experimentally held during the fiscal year 1979/80 in collaboration with Yugoslavia and Greece. The Government's

Budget proposals for 1978/79 provide on this subject for a closer investigation by the NBE of matters connected with the best way of catering via INSET for the professional need of home language teachers for contact with their various countries of origin. The NBE should consult the National Board of Universities and Colleges (UHÄ) on this subject.

The following proposals should be acted on at once.

- Common INSET arrangements for home language teachers and teachers of Swedish for immigrant children should be increased in terms of the number of training places. Where home language teachers are concerned, priority must be given to representatives of small language groups.

- INSET activities for home language teachers of Lappish and for the Finnish minority in the province of Norrbotten must continue.

- Plans must be made for co-operation on a research and development project concerning resource allocation, linguistic diagnosis and an educational action programme (SPIN). Existing co-operation with Finland must continue.

- There is no special in-service training, over and above the general INSET repertoire, for teachers taking immigrants within the municipal adult education system. The problems encountered by these teachers in their dealings with immigrants are often the same as those confronting teachers in other types of education. In addition to tailor-made INSET courses for KOMVUX teachers, it should be possible to arrange a certain amount of INSET common to this and other teacher categories, e.g. upper secondary school teachers, study circle leaders and folk high school leaders.

- INSET activities for GRUNDVUX teachers must continue. Since the GRUNDVUX target groups vary to such a great extent in terms of background and needs, this is a sector in which development work must be done and alternative working procedures experimented with.

- INSET activities for Swedish language study circle leaders from the adult education associations must continue.

- Training activities must be introduced for group discussion leaders and must focus primarily on bilingual staff.

Demand have been raised in various contexts for the organization of immigrant studies as a special subject in all basic and in-service training. The NBE feels that it is both important and necessary to include immigrant affairs in all types of basic and subsequent training for teachers and other school staff. This can be accomplished in various forms and contexts. Since the subject to a very great extent is one of the prejudices, attitudes and values of immigrants and Swedes, information alone in the form

of immigrant studies is not enough. In addition, methods should be devised whereby the identity of immigrant pupils can be strengthened and the pupils can be helped to live with two cultures. The training of group discussion leaders is one means to this end.

Group discussions must deal with aspects of human relations. They must involve school staff and pupils and they must be an integral part of local development work (see section 10.2.1).

The following steps should be taken on a somewhat more long-term basis.

- Co-operation between R&D and INSET should be intensified at central, regional and local levels.

- Co-operation with other authorities on INSET should be expanded.

- INSET for home language teachers and teachers of Swedish for immigrant children must be expanded.

- INSET measures for home language teachers of Lappish and for the Finnish minority in Norrbotten must be completed.

- INSET must be introduced for SYO (educational and vocational orientation) staff and home language teachers.

- Training activities for group discussion leaders must continue.

- INSET activities for KOMVUX and AMU teachers must be expanded.

- INSET measures for GRUNDVUX teachers must continue.

- INSET measures for circle leaders from the adult education associations teaching Swedish to adult immigrants must continue.

## 11 TEACHING MATERIALS, BOOKS AND OTHER SOURCES OF INFORMATION

### 11.1 The need for teaching materials

The teaching materials and other sources of information constituting one of the means whereby immigrant minority policy is to be implemented can be divided into two main groups: those which are needed for teaching immigrants and linguistic minorities, and those which can inform the whole population of the country about the various cultures incorporated by the multi-cultural society. The present section deals solely with teaching materials for the teaching of immigrants. Materials belonging to the other group are dealt with in section 11.3

The purpose of immigrant instruction is to make the pupils actively bilingual if possible. These requires a great deal of the

teaching materials. Our contry has only very limited areas where pupils live in a naturally bilingual environment, and teaching materials must therefore be aimed at offsetting the shortage of natural situations above all for the use of the home language. Clearly, a task of this kind cannot be accomplished by the traditional textbook alone. Various kinds of reading and listening material are also needed.

Efforts are now being made in schools and in education generally to regard the whole of the surrounding community as an asset in the teaching situation. Thus there is an increasing tendency to use various sources of information in the local community as teaching materials. Efforts of this kind can be summed up in terms of "the wider concept of teaching materials".

Educational development in this direction is beneficial to immigrant education. If the two languages - Swedish and the home language - are to be able to attain their maximum degree of development, they must be functioning languages, communication about things which are important to the pupils. The NBE therefore wishes to underline the importance of the community outside schools endeavouring to increase opportunities of bilingual communication. More literature in immigrant languages in public libraries, more radio and television broadcasts in immigrant languages, a wide range of cultural activities in the form of exhibitions, music and theatre performances whereby various minorities can publicize their culture both in their own languages and in Swedish, increased publication of newspapers and periodicals in various minority languages: these are some of the factors which would stimulate the development of active bilingualism. As things stand today, however, not much information is obtainable in immigrant and minority languages in the community at large, and this is why in practice immigrant instruction requires more prefabricated teaching materials than other types of teaching.

### 11.1.1 Teaching materials for home language instruction

Two main kinds of teaching material are needed for home language instruction, namely teaching materials used in the teaching of the home language (i.e. teaching corresponding to Swedish as studied by Swedish-speaking pupils) and teaching materials used for teaching in the home language (either in the form of study guidance, more or less temporary auxiliary instruction in various subjects in the home language, or else in the form of teaching conducted entirely in the home langauge).

The teaching material requirements of home language instruction have been summarized in tables 1 and 2, (see pages 101 and 102). These tables show the needs of different types of education and levels of language proficiency. They also include recommendations concerning priorities in the production of certain teaching materials in Sweden. In addition they show which teaching material requirements can be covered by means of purchases from abroad. The tables can be commented on in the following terms.

As regards the teaching of home languages, priority must be given to the development and production of materials for pupils and course participants with a somewhat inferior command of the home language ("pidginized" persons) and materials describing the situation of immigrants and linguistic minorities in Sweden. Material also needs to be developed for teaching adults to read in their home languages. Some of the panels in the tables indicate needs which can be covered by the same material. For example, it should be possible to produce simple reading passages in the home language which can be used both at the senior level of compulsory school, in upper secondary school and in adult education.

Table 1. Teaching material requirements for the teaching of home languages

| Education, level | Language proficiency level of pupils or course participants: home language almost at beginners' level | "Pidginized" | good command of the home language |
|---|---|---|---|
| Junior level | | | |
| a) materials for teaching pupils to read | These pupils should not learn to read in the home language, and no teaching materials are therefore needed. | Great need of material for teaching "doubly" pidginized pupils to read | Foreign teaching materials can be used in most cases. Material needed for vocabulary expansion. (3) |
| b) other home language instruction | Very great need for simple reading passages (2) | Very great need of simple reading passages (1) | Foreign teaching materials can be used in most cases. |
| Intermediate level | Very great need of simple reading passages (2) | Use can often be made of reading passages produced for junior level in the country of origin | Foreign teaching materials can be used in most cases. |
| Senior level | Very great need of simple reading passages (2) | Very great need, passages produced for lower levels are found childish (1) | Foreign teaching materials can be used up to a point. Pupils need teaching materials reflecting the life and situation of linguistic minorities in Sweden. (2) |
| Upper secondary school, municipal adult education KOMVUX | Very great need of simple reading passages (2) | Very great need of simple reading passages (1) | See above (senior level). |
| Basic education for adults (GRUNDVUX) | These course participants should not learn to read in their home language | Great need for material adapted for adult literacy teaching (1) | Great need for material adapted for adult literacy teaching. (1) N.B. Foreign material for adult illiterates is available in certain languages. |
| Adult home language instruction organized by the adult education associations | Very great need of simple material (2) | Very great need of simple reading passages (1) | Foreign teaching materials can be used up to a point. Materials are needed which reflect the life and situation of linguistic minorities in Sweden (2) |

Figures in circles show the order of priority which should be applied to production in Sweden

Table 2. Teaching materials needed in home languages

| Education, level | Teaching materials for social subjects | Natural sciences, mathematics | Other subject |
|---|---|---|---|
| Junior level | Great need for teaching materials in the home language in all forms of education. Materials of this kind should be published in Sweden at least in the languages covered by SIV's "Immigrant Package". (1) | In the case of home language classes (single-language preparatory classes) and composite classes, teaching materials in the home language need to be produced in Sweden for practically all subjects. In some cases it is possible to make do with specialized wordlists. Exception: Finnish-speaking classes. (2) | |
| Intermediate level | | As per the above, if the classes continue at intermediate level It is somewhat easier at this level to make do with specialized wordlists and supplements to foreign teaching materials. (3) | |
| Senior level | | specialized wordlists, summaries (2) | wordlists, summaries; teaching materials needed for interpersonal relations and for educational and vocational orientation (3) |
| Upper secondary school and adult education generally | | specialized wordlists, summaries (2) | teaching materials needed for interpersonal relations and for educational and vocational orientation (3) |
| Basic education for adults (GRUNDVUX) | | teaching materials for beginners' mathematics (1)<br>teaching materials summarizing the ground covered in science subjects at junior and intermediate levels (2) | as above. In "simple" language (3) |
| Vocational education in upper secondary school, municipal adult education (KOMVUX) and labour market training (AMU) | | specialized wordlists (1)<br>summary of compulsory school subject matter (2) | course of occupational terminology in the home language (training given in Swedish should also be supplemented with occupational terminology in the home language) (1) |

Figures in circles show the order of priority which should be applied to production in Sweden

There is a great need for specialized wordlists and summaries of various kinds for teaching in home languages. The most serious shortage of all is the lack, in all types of education, of teaching materials in home languages for social subjects of various kinds. Teaching materials for local studies, civics and corresponding subjects in the existing curricula (and for the corresponding subject matter in the new curriculum which has been drafted for compulsory school) must be produced in Sweden. It is important in this connection for the authorities, organizations and other bodies concerned to agree on a uniform "social terminology" when describing their activities in different immigrant languages. Teaching materials need to be produced in Sweden for most of the subjects taught to home language classes and composite classes at junior level. A certain amount of development work is already in progress in the fields to which priority has been given; see section 10.2.6, Teaching material development.

### 11.1.2 Teaching materials for Swedish as a foreign language

A great deal of material has been produced in recent years for teaching Swedish as a foreign language. There is a good supply of teaching materials for beginners. Suitable material is often lacking, however, for the subsequent teaching of Swedish as a foreign language. Here again, a variety of reading matter, sound recordings and illustrated material is needed. A great deal of the material produced for ordinary Swedish teaching can be used in its entirety or to a certain extent. It is also important for the pupils to be given access to "easy readers" for private reading, and collections must be built up which include both experiential reading and reference books.

### 11.1.3 Other teaching materials

In addition to regular teaching materials, other types of material - e.g. dictionaries, wordlists and summaries in Swedish or home languages - are also needed. It will presumably be impossible to produce summaries and similar teaching materials for different subjects and courses in all the home languages - more than fifty in number - occurring in youth education and adult education. For this reason, more effort will have to be put into the development of "auxiliary teaching materials" in easy Swedish for various educational purposes.

### 11.1.4 The need for production support

An extensive output of teaching materials within Sweden, as well as improved information concerning the materials available, will be necessary in order to cater for the teaching material requirements of immigrant instruction. It may perhaps be possible to establish a certain amount of joint production together with certain countries of origin, with the latter bearing part of the cost involved. But the greater part of developing and production will have to take place in this country. Educational publishers can, for example, obtain production subsidies towards the cost

of teaching materials for small groups from SIL, the National Institute for Teaching Aids Information. In the NBE's opinion, the resources allotted for production support are completely inadequate and will have to be heavily augmented during the coming five years.

The rules at present applying to production support do not provide any opportunity of supporting the production of "teacher literature" such as subject literature for teachers of various home languages or material relating to the methods of immigrant instruction. The rules governing production support should therefore be amended so as to include teaching materials for basic and subsequent teacher training. Furthermore, the NBE feels that the other measures of cultural support in the form of grants (via SIV and the National Council for Cultural Affairs) towards the cost of producing and publishing newspapers, periodicals and other literature should be substantially increased and should also include assistance towards the publication of periodicals in minority languages for children and young persons.

11.1.5 Measures proposed

The following proposals should be acted on immediately.

- The NBE, together with SIL and the Swedish Association of Local Authorities, should investigate the supply of teaching materials for immigrant pupils; see proposals in section 11.2.3, below.

In its Budget estimates, the NBE should emphasize that the monies allocated by the Government and Riksdag for production support via SIL are quite insufficient for the needs of immigrant instruction.

The following measures should be taken on a somewhat more long-term basis.

- It is proposed that the NBE and SIL should continuously re-analyse the teaching material requirements of immigrants and linguistic minorities. In the course of these analyses, approaches should be made to the emigration countries which may conceivably be interested in joint ventures for the production of teaching materials.

11.2 Information concerning the selection and purchasing of teaching materials

11.2.1 Information concerning teaching materials

It has proved very difficult to maintain observation of the educational publishing sectors in many emigration countries. Teachers who have been living in Sweden for a few years lose touch with educational developments in their countries of origin, added to which many home language teachers in Sweden are untrained

and unacquainted with the teaching materials used in the countries they come from. Many municipal authorities have requested their home language teachers to purchase and bring home teaching materials from holiday visits to their countries of origin. It has also been difficult to size up the market during visits of this kind.

Teachers of Swedish as a foreign language in various educational contexts also have difficulty in surveying the whole range of teaching materials available. Many materials or parts of materials produced for other groups may be suitable for certain aspects of Swedish as a foreign language. Various means should therefore be sought of improving the information supplied concerning teaching materials.

During the past few years, the NBE and SIL have improved and expanded their information concerning teaching materials for immigrants. A series of checklists has been compiled and an exhibition of language teaching materials for immigrants and minorities has been organized in Stockholm in association with the Stockholm Local Education Authority.

The NBE has also established a network of liaison officers to keep municipal authorities informed about immigrant teaching materials. Each municipality has been asked to appoint liaison officers for immigrant instruction in compulsory school, upper secondary school, adult education and basic education for adults. the list of liaison officers is revised annually.

### 11.2.2 Teaching material procurement

There are many problems involved in purchasing teaching materials for immigrant education. Procurement of teaching materials from the emigration countries is a difficult and time-consuming process. Large municipalities with many immigrant pupils can perhaps cope with the business of importing materials by detailing staff for the purpose. A small number of importers specialize among other things in the importation of teaching materials, but even when municipal authorities enlist their services, procurement is anything but plain sailing.

The commonest question asked by the teachers, headmasters and other persons visiting the teaching materials exhibition mentioned above is how and where to buy foreign teaching materials. The question of purchasing teaching materials from abroad is not the exclusive concern of schools and adult education; public libraries, the Library Service Agency and other organizations are also looking for better ways of purchasing literature from emigration countries.

Another problem connected with the procurement of teaching materials for immigrants is that many municipal authorities have not developed a viable routine for handling such materials. Purchases are often financed out of a contingency allocation instead of

being specifically budgeted for, and immigrant teachers are not consulted on the same basis as other teachers in the school sector concerning the teaching materials they consider necessary. The Immigrant Group at the Ministry of Education proposed that a specific grant should be made to municipal authorities for the purchase of immigrant teaching materials, but this proposal was turned down on the grounds that teaching materials were a municipal responsibility.

The NBE feels that a comprehensive approach is needed to the question of information about and the selection and procurement of teaching materials for immigrant education. Several authorities must co-operate in order to solve the problems involved, and direct measures of many different kinds must be taken by the State.

11.2.3 Measures proposed

The following proposals should be acted on at once.

- The NBE, together with SIL and the Swedish Association of Local Authorities, should investigate the supply of teaching materials for immigrant education. This investigation should cover matters concerning information, selection and procurement, together with the development of teaching materials for the teaching of immigrant and minority languages. It should also deal with the possibility of establishing a special national centre for immigrant and minority teaching aids.

The following steps should be taken on a somewhat more long-term basis.

- Subject to the findings emerging from the above mentioned investigation, the NBE recommends the establishment of a special national centre for teaching aids in immigrant and minority education.

- The results of the LEXIN project - as regards both the development and production phases - must be followed up. Together with other authorities, the NBE should discuss the need for a lexicographical institute which could assume responsibility for the future development of dictionaries and for the co-ordination of terminological work in various immigrant languages.

11.3 Information concerning immigrants and minorities in school teaching materials

Recently proposals have been put forward from many quarters concerning special teaching materials for "immigrant studies", addressed to the Swedish-speaking majority population. Teaching materials and printed information of this kind may conceivably have a useful task to perform during a transitional period, but in the long run it is probably more important for all the teaching materials used in schools to be altered in such a way as to

reflect the multi-cultural society. To provide a background for the development of teaching materials in this direction, existing teaching materials should be audited in terms of the views they express concerning immigrants and minorities. It would be appropriate for such an audit to be carried out by the NBE Teaching Materials Committee.

Measures proposed

The following proposals should be acted on at once.

- The need for information for Swedes concerning immigrants, emigration countries and minorities should be investigated without delay, in collaboration with the other authorities concerned; also see Chapter 12.

- The NBE Teaching Materials Committee should be instructed to examine school teaching materials with regard to the views they communicate concerning immigrants and minorities.

## 12 INFORMATION QUESTIONS

Information measures are a means whereby the NBE, acting in co-operation with other bodies, can help to improve the educational situation for immigrants. Information can also help to counteract cultural conflicts and social problems in the education sector and in the community at large.

The information needed is mainly of two kinds. Immigrants need and must be supplied with information concerning schools and adult education. The information supplied to immigrants must be supplemented by information for the native population concerning immigration and immigrants and also concerning immigration and immigrant policy. Information is needed concerning the causes of immigration and the implications of immigration for Swedish society. Furthermore, information is needed concerning the immigrants' countries of origin and concerning their cultural backgrounds. This aspect of information activity is a necessary means of engendering understanding for immigration and immigrants, helping to counteract conflicts and discrimination and helping to establish closer contacts between immigrants and the original population. The supply of information concerning immigration and immigrants is a task for many different authorities and organizations, and a great deal of responsibility in this context rests with the education system.

### 12.1 Evaluation of measures hitherto, the need for joint planning of further measures

Information on schools and adult education has been supplied to immigrants ever since immigration started. From small beginnings this information has gradually acquired considerable proportions, but no co-ordinated approach has yet been made to the subject.

The measure so far taken should be evaluated rapidly, and this evaluation should form the foundation of subsequent planning. Although more comprehensive - and therefore more time-consuming - evaluation would also be desirable, a faster and simpler evaluation is preferable in order for the comprehensive approach required for future activities to be established as soon as possible. A summary of the experience reported so far, together with data from simple questionnaires, should furnish adequate guidance for purposes of planning and assessment. Needless to say, experience accruing from R&D activities should also be utilized in this work.

The evaluation should be undertaken in consultation with other authorities whose duties include information in the education sector, with SIV and with immigrant organizations. It is important to secure the participation of these authorities and organizations in information activities. Co-operation of this kind is discussed at greater length below.

A concerted information plan should be drawn up as soon as the results of the evaluation are available. This should also be done in collaboration with other authorities and organizations.

The following points can be considered and acted on even before a more consistently thought out plan of acitvities has been drawn up.

12.2 Educational information to immigrants

It is the duty of the NBE to ensure that immigrants are supplied with educational information equivalent to that received by the rest of the population.

To achieve this equivalence, special measures often have to be undertaken for the benefit of immigrants. It is not generally possible, for example, for printed information designed for Swedes to be translated straight into immigrant languages. Instead it has to be tailored to the needs of each individual immigrant group, and its content, form and methods have to be determined accordingly.

Even without any closer investigation it would seem clear that immigrants require basic information concerning education in Sweden. Various public authorities, the NBE among them, have joined forces in an attempt to convey basic information of this kind in the form of the "Immigrant Package" compiled and published at the instance of SIV and the National Board for Civic Information (NSI). This package has been evaluated, and the results of the evaluation will provide the foundation for a more wide-ranging discussion of the way in which basic information should be conveyed to immigrants.

Where education is concerned, basic information about Swedish society should be combined, for example, with a presentation of the reasons why the education system is organized in a particular way, operates in a particular way and so on. This applies both to schools and to adult education.

Information is also needed concerning the special measures undertaken to give immigrants as good an education as possible and also concerning the special rights and opportunities which they enjoy as immigrants.

This means, for example, that special information is needed concerning home language instruction - opportunities of receiving such instruction, the way it is organized and so forth. Purely factual information concerning the organization of home language instruction should be supplemented by motivating information presenting the reasons why the teaching of the home language - and sometimes instruction in the home language too - is important. The importance of such information has recently been underlined, for example, by SIV and several immigrant organizations.

Special information measures on behalf of immigrants are also needed concerning educational decisions. Most of this work should be done within the framework of school educational and vocational orientation (SYO), but this should be supplemented by information via other channels. Considering the difficult situation in the labour market at present, as reflected for example by youth unemployment, particular attention needs to be paid to the question

of post compulsory education, not least in the form of vocational training. Measures in the school and adult education sectors to make subsequent education of this kind available to immigrants must be backed up by widespread information concerning the importance of undergoing the training which is necessary in order to obtain employment.

Concise information concerning opportunities for immigrants to learn Swedish should also be compiled and should be constantly revised.

Schools and adult education should supply immigrants with information concerning opportunities of joining in the activities of associations and the community as a whole. Since associations and representative organizations in particular are more widespread in Sweden than in many of the countries which the immigrants come from, and since they count for a great deal in this country, information measures are needed to supplement the information which schools and adult education can supply on an everyday basis. Joint efforts in the teaching and information contexts can help to establish closer contacts between immigrants and the rest of the population in this sector.

### 12.3 Information concerning immigration, immigrants and their countries of origin

It has become increasingly clear recently that comprehensive information needs to be supplied to the majority population concerning immigration, immigrants and the immigrants' native countries. Information measures in this field can help in the campaign against prejudice and discrimination and can help to forge closer contacts between Swedes and immigrants.

SIV is already engaged in this field. In the school sector, a more long-term effort has been started to improve understanding and knowledge of other nations and races. Similar efforts are being made in the context of adult education.

Other authorities and many organizations, not least including the representative organizations of immigrants themselves, are taking part in these efforts to establish understanding for immigration and immigrants. The Discrimination Commission has been given the task of proposing further measures.

An information programme should be drawn up with the aim of supporting the measures made in this context within the education sector. This programme should also be compiled and implemented in association with other authorities and with representative organizations.

Goal determination and choice of target groups

(a) for information to immigrants concerning education

A closer analysis of the purpose of future information should be undertaken on the basis of the proposed evaluation of the information measures taken so far. This analysis should constitute the foundation for the joint planning already proposed.

In many cases it will no doubt transpire that the target group for a certain kind of information comprises all immigrants.

The information thus common to all should in certain cases be combined with information addressed to particular groups.

A list should be made of different target groups and their various needs.

Groups sometimes presenting special information requirements include the following, for example: home language teachers, (escort) interpeters, immigrant organizations (which will sometimes have one or more of these particular needs), and the staff of Immigrant Service bureaux.

More attention should be paid to the fact that information addressed to immigrants as a whole or to particular groups of immigrants often needs to be combined with the corresponding information (or information concerning the information which has been supplied to immigrants) addressed to certain groups of the Swedish population.

Swedish groups which may require information of this kind include, for example, the following: school staff, pupils and parents, arrangers of adult education, mass movements and trade unions, local politicians and local government officials.

The minority of immigrants who are illiterate or who have received little elementary education are an important group to reach. Basic education for adults (GRUNDVUX) is designed for this group, a group which it is often hard to get in touch with. The various local efforts made to reach it - in the form of activation measures, for example, should be supported by means of continuing information drives by central and regional bodies. Here again, joint planning by many authorities and organizations is an important factor, and so is information to various Swedish target groups.

(b) for information about immigration and immigrants

The following should be analysed to provide a foundation for efforts by education authorities, schools and the adult education system in this field.

1. Attitudes which have been observed and need to be conditioned.

2. Knowledge which needs to be disseminated.

A plan of activities should be drawn up on the basis of the analysis already mentioned. This plan should indicate the supplementary information measures required in support of the work of schools and adult education.

The target groups for this information include those already mentioned above concerning educational information for immigrants.

It is important that information concerning immigration, immigrants and their countries of origin be planned and administered in consultation with immigrant organizations.

## 12.4 Means and methods of information

Many immigrants cannot receive information in Swedish, in which case they must be able to obtain it in their own languages.

There is uncertainty concerning the best means and methods of disseminating information. All that can be said with complete certainty is that one method is not enough. Usually a combination of actions and methods is called for.

It is equally clear that printed information is not enough. Many immigrants cannot receive printed information. In cases of this kind, oral information must predominate, even though a certain amount of basic information should still be available in writing.

In future, particular attention should be paid to the balance between written and oral information when planning information measures.

Experience has shown that the best way of reaching immigrants is very often through their own organizations. The latter are in a better position than public authorities to gather immigrants together and make information intelligible plausible to them.

This means that not only should information be planned and distributed in consultation with the immigrant organizations, the latter should also wherever possible (financially speaking, for example) be given the opportunity of conducting certain information measures themselves, in which case basic information material and financial resources should be placed at their disposal.

The information process should involve a greater measure of co-operation with home language teachers than is the case at present. It should be possible for home language teachers to play a more prominent part in connection with information measures, provided they are given adequate support.

## 12.5 Information activities at various levels

In all work and all projects mounted concerning immigrant education and immigrants - as in any other work undertaken by the NBE and other authorities - the information aspect should be taken into consideration from the very outset. Where the NBE is concerned, this means that a suitable form of co-operation should be established between the various units and the Information Section. Activities of this kind should be undertaken irrespective of the way in which immigrant activities are organized within the NBE.

Certain measures within the education system are organized centrally, e.g. via the NBE, while others are organized regionally (e.g. via the county boards of education) and locally. The allocation of tasks between different levels will be considered more closely in the course of the recently inaugurated review of the national school administration.

Where immigrant information is concerned, joint planning should be established immediately between central, regional and local authorities on an ad hoc basis, without waiting for the results of the administrative review.

12.6 Co-operation with other authorities

Co-operation between various authorities with information tasks in the education sector has widened in recent years. This is above all the case with the NBE, UHÄ, the Central Study Assistance Committee (CSN) and the National Labour Market Board (AMS). SIV has also taken part in joint projects concerning immigrant affairs. In other cases there has been a certain amount of co-operation with other authorities. This co-operation, which has involved the information units of the various authorities, is now being established on a more regular footing.

This co-operation emanates from a growing realization of the ineptitude of each authority producing its own information concerning its particular portion of a sector where several authorities are responsible for information measures. With each authority producing its own information, the resultant output can be confusing by reason of its sheer volume, not to mention the expense. Joint measures are a better proposition in cases where several authorities are obliged to supply information on the same subject and where information needs occur simultaneously.

All this is very true of information for immigrants. When the NBE finds that information is needed concerning a particular aspect of immigrant education etc., it should investigate to see whether there are several authorities with a duty of information in the same connection and, this being the case, whether joint arrangements can be made.

The remarks already made concerning co-operation with immigrant organizations are no less applicable here.

12.7 Finance

The plan of action called for by way of introduction in this report should be jointly compiled by the authorities concerned. In doing so, they will establish which measures can be undertaken on a joint basis and which should be the specific responsibility of the NBE.

The plan should cover a specified period - for example, matters to be attended to during a period of five or three years - and it should be revised continuously. It must include an estimate of the activities planned for the whole of the period, specified per annum.

Planning of this kind also presupposes co-operation between authorities with regard to their Budget estimates for immigrant information. The NBE should take the initiative in bring such co-operation about.

## 12.8 Summary of proposals

The following proposals should be acted on at once.

- An analysis of the information work done hitherto by the NBE.

- An analysis of various information target groups and their needs.

- An action plan for long-term information measures by the NBE concerning immigrant affairs.

On the basis of the measures mentioned above,

- information measures are to be taken regarding various education opportunities for immigrants (e.g. schools in general, nome language instruction, educational and vocational orientation (SYO), opportunities of Swedish language instruction),

- information programmes are to be compiled with the aim of supporting work to enhance understanding and knowledge concerning other nations and races (conjointly with SIV),

- wider co-operation is to be established with immigrant organizations in connection with the planning and conduct of information measures,

- information measures are to be planned and conducted jointly by the NBE and other authorities.

# 13 CO-OPERATION WITH AUTHORITIES AND ORGANIZATIONS

One of the aims of immigrant policy is expressed by the term partnership, which implies that immigrants and Swedes, through a mutual interchange of experience and knowledge, are to acquire an understanding of and experience solidarity with each other's different cultural and social backgrounds. But partnership also means wider co-operation between authorities and organizations to improve the conditions of immigrants. Co-operation of this kind must occur centrally, regionally and locally.

At local level, close co-operation needs to be established between the local education authority and other local and national bodies to improve the situation for immigrant pupils in schools. The local education authority ought, for example, to be in continuous touch with the municipal Immigrant Service bureau and social welfare administration and also with local immigrant organizations. The same goes for other educational sponsors, e.g. folk high schools and adult education associations. Wider co-operation at local level may, for example, concern information and activation measures and can result in immigrants acquiring a clearer appreciation of educational opportunities and stipulations and, consequently, a sounder basis for their educational and vocational decisions. Close co-operation is also needed between various educational sponsors and the labour market authorities, in order to strengthen the position of young immigrants and improve their educational and vocational opportunities.

## 13.1 Authorities

Consultations between national authorities and SIV are the subject of a special Ordinance (SFS 1976:310), which lays down that national authorities must inform SIV of the measures they plan and that where appropriate they must consult SIV regarding the framing of such measures. Even before this Ordinance came into force, the NBE had co-operated closely with SIV on a variety of matters. So far this co-operation has occurred via both formal and informal contacts. SIV is at present represented in the consultative group on information questions concerning the home language reform, in the steering group and reference group for the evaluation of experimental Swedish language teaching activities etc. and in the consultative group on the training of escort interpreters. These groups also include representatives of other authorities. Co-operation regarding information questions has been established with UHÄ, CSN and NSI, and there is advanced co-operation between the NBE and SCB concerning statistical matters.

In the NBE´s opinion, co-operation between different authorities with regard to immigrant affairs should be developed further in order to co-ordinate efforts in the immigrant sector. Advanced informal co-operation is preferable to formal study groups. Co-operation should also be conducive to a better deployment of aggregate resources and to a more coherent and comprehensive appreciation of the situation.

## 13.2 Emigration countries

For purposes of co-operation in educational matters between Swedish education authorities and the corresponding authorities in the immigrants´ countries of origin there have existed during the 1970s a Swedish-Yugoslav and a Swedish-Greek committee, a steering group for co-operation between the NBE and its Finnish counterpart, the Finnish-Swedish Education Committee and the Swedish-Turkish ad hoc group. The Swedish delegates serving on these joint bodies have included representatives of UHÄ, the National Board of Health and Welfare, the Swedish Association of Local Authorities and SIV, as well as representatives of S, V and L Departments at the NBE. From 1979/80 onwards, the committees and the ad hoc group will be superseded by co-operation between the various countries in other forms and at national directorate level.

## 13.3 Immigrant organizations

Measures in the education sector should be planned in close co-operation with immigrants and their representative organizations. For this reason, immigrant organizations should be more closely involved in planning and development work than has been the case hitherto. The NBE intends holding regular consultations with the immigrant organizations, both informally and at regularly recurring meetings. Thus the immigrant organizations should participate in work on teaching materials and syllabi in one form or another. In its co-operation with the immigrant organizations, the NBE endeavours to bear in mind that they represent very different cultures and values and that separate discussions with separate organizations may be justified in certain connections.

## 13.4 Other organizations

Several organizations have in various ways participated in work relating to immigrant affairs. They include, for example, the national Y.M.C.A and Y.W.C.A organizations, the Swedish Save the Children Fund and the Swedish Red Cross. Organizations in the school sector, such as the National School and Home Union, the Swedish Federation of School Students and the Swedish Union of School Students (SECO) have also displayed a creditable awareness of immigrant affairs and are planning to increase their involvement. The NBE will support and encourage their work in this connection and will do everything in its power to speed their efforts.